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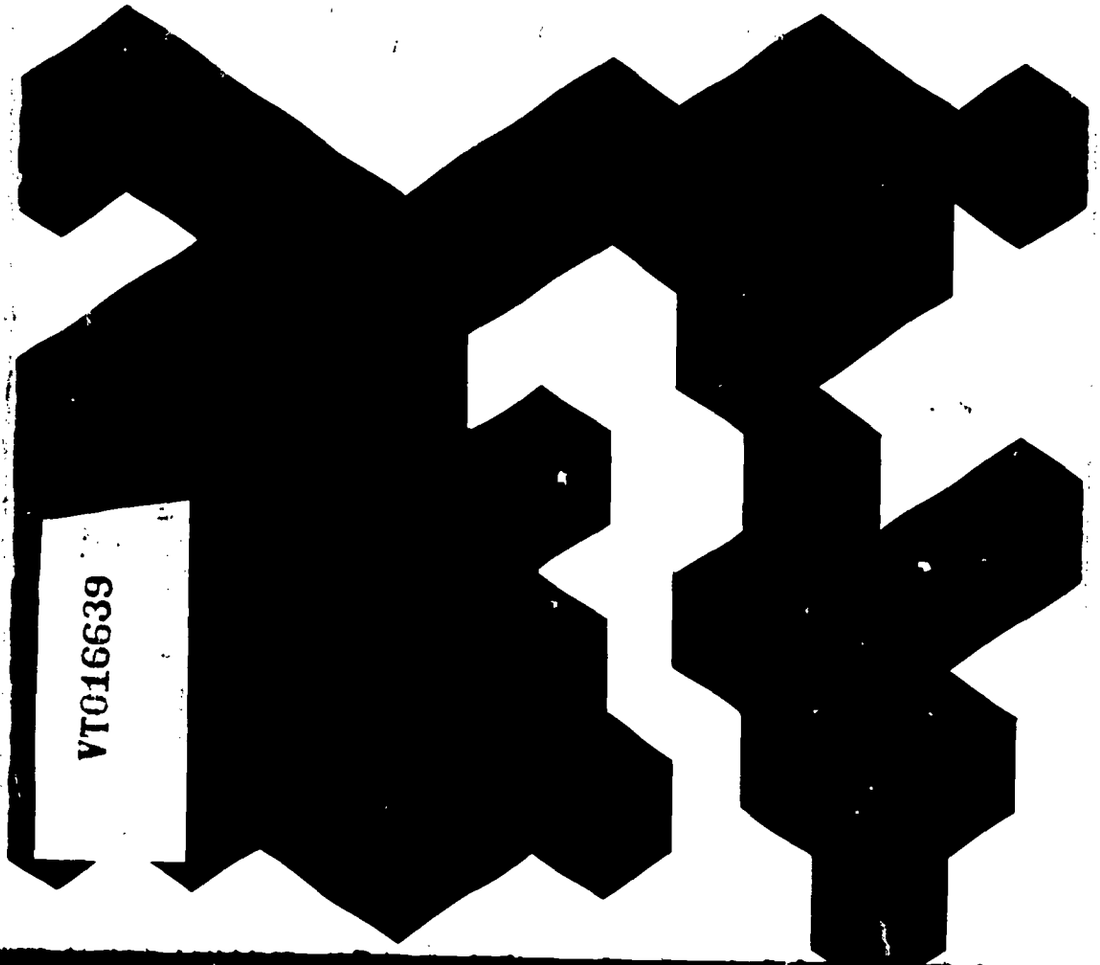
ABSTRACT

A network of quality schools has been suggested as a means of achieving excellence in Illinois public schools. Such a program to be effective, must be specific while at the same time addressing the broad and complex needs for education. Also, the proposed network must be built upon the mistakes of the past and must stimulate renewal at the local level. Recognized characteristics of the proposed network are: (1) The network should be composed of 45 affiliates planned and operated within local school districts, (2) The educational program of each affiliate should be built upon the rich experience of successes and failures encountered by the many recent attempts to develop, through the creation of total programs, a productive learning situation for students, (3) Affiliates should be located in rural, suburban, and urban areas so that the numbers in each area will be representative of the State, (4) Continuous communication and exchange should occur among the affiliates, and (5) The State should provide funding for the technical assistance, evaluation and impact components of the network. (JS)

A Quality Schools Network for Illinois

The Office of the
Superintendent of
Public Instruction
State of Illinois

Michael J. Bakalis
Superintendent



A QUALITY SCHOOLS NETWORK FOR ILLINOIS

A REPORT TO DR. MICHAEL J. BAKALIS
Superintendent of Public Instruction

BY

Center for New Schools
431 South Dearborn/Suite 1527
Chicago, Illinois 60605

December 1971

CENTER FOR NEW SCHOOLS
431 South Dearborn
Suite 1527
Chicago, Illinois 60605
312/922-7436

December 17, 1971

To Dr. Michael J. Bakalis
Superintendent of Public Instruction
State of Illinois

In fulfillment of the terms of our contract with the Office of the Superintendent of Public Instruction, the Center for New Schools respectfully submits this report.

We were asked to consider whether the establishment of one or more demonstration schools would be an effective part of your strategy to improve the quality of education in Illinois. This report contains our recommendations, based on our study.

Sincerely,

Richard Johnson
Donald R. Moore
Thomas A. Wilson

Executive Associates

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Quality Schools Network: A Brief Summary

Dr. Michael J. Bakalis, Superintendent of Public Instruction for Illinois, addressed the issue of renewing public education in Illinois in his inaugural remarks on January 11, 1972.

> Education in the 1970's will require more than constitutional directives. We need reordering of our priorities to achieve not only an equalization of educational opportunity, but also a new level of educational quality. The task that confronts us all is to forge a new and far reaching strategy, a strategy of excellence. It must be a strategy which will have as its goal nothing less than making Illinois education the lighthouse for the nation, where all will look to find direction, where all can see what **can** be done...

Center for New Schools was asked by OSPI to consider whether the establishment of one or more demonstration schools would be an effective part of the Illinois "strategy of excellence." This introductory section summarizes our answers to that question. (Section numbers in parentheses refer to sections of this report which deal with particular topics in depth.)

The task that Dr. Bakalis has presented to the State encounters an immediate difficulty. Change is required, as the great majority of the participants in the recent statewide hearings and the Illinois Conference on Education attested. (Section I) Further, the last decade has been marked by many attempts to initiate educational change. Yet, in the new school programs we have analyzed, we have found no single existing program that could serve as a model for the State's "strategy of excellence." Several of these programs are directly improving the quality of the total educational experience for students, rather than focusing on only a small part of the educational process. Yet, very few have had any impact on the quality of education beyond the students directly involved. Further, the great number of attempts at innovation that have resulted in no real widespread change have created much frustration about the value of "innovation." The short supply of educational monies has led many people to conclude that this is not the time to initiate changes in education. Still, change must occur if Illinois is going to reach "a new level of educational quality."

Faced with these realities, we looked carefully at the experience of alternative, experimental and/or demonstration schools, to see what experience could be used to build an effective "strategy of excellence." We have tried to develop an approach to quality education that would build upon the successful experience of the schools we studied, would be able to learn from past mistakes rather than repeat them, would provide significant impact on students in conventional schools, and would redirect funding practices rather than supplement funds. (Section III)

Our main recommendation is that the State should establish the "Quality Schools Network." The recommended characteristics of that Network are spelled out in detail throughout this report. We have briefly summarized them here:

1. The Network should be composed of 45 Affiliates, each planned by, and operated within, local school districts. When fully established, each Affiliate should provide the total educational program for 2,100 students or a total of 94,500 students. (Numbers of students presented in Appendix B.)
2. The educational program of each Affiliate should be built upon the rich experience of successes and failures encountered by the many recent attempts to develop, through the creation of total programs, a productive learning situation for students. (Section V)
3. Students for the Affiliate should be selected so as to be representative of the student population of the district involved in terms of background characteristics and in terms of past success and failure in school. Students in the school would cover the full public school age-range from prekindergarten through twelfth grade and on through adult education. (Section IX)
4. Affiliates should be located in rural, suburban, and urban areas so that the numbers in each area would be representative of the State. Local school districts should voluntarily compete to have an Affiliate awarded to them. (Section IX)
5. Each Affiliate should be governed by an Affiliate Council composed of representatives from the local school district school board, the district superintendent's office, citizens directly involved in the Affiliate, and the teachers, students, and administrators of the Affiliate. (Section IV)
6. Continuous technical support should be available to local school districts and to the staff of the Affiliates in all steps of the planning and operation of the program. (Section VI)
7. Continuous communication and exchange should occur among Affiliates in the Network. (Section VI)
8. A continuous process of internal and independent evaluation and assessment should be built into the Network from the beginning. (Section VIII)
9. Each local school district should be provided with technical assistance to develop an effective Impact Program involving the Affiliate and six additional schools. The Impact Program would reach an additional 270,000 students. (Section VII)
10. Many resources in terms of people and experience are available in Illinois. These resources should be fully developed to provide support for the Network. (Section XII)
11. Each Affiliate would be funded by the local school district at that district's per pupil rate. (Section XI)
12. The State should provide funding for the technical assistance, evaluation and impact components of the Network. The State should reimburse the local school districts for any additional start-up

> costs they incur in establishing Affiliates. The impact of State dollars would be maximized because of their effect in redirecting substantial local funds. For each State dollar supporting the Network, approximately $13 from local districts would be redirected to a specific program of renewing education in that district and across the State. (Section XI)

One of the requirements for an effective statewide "strategy of excellence," identified by members of the OSPI staff (Section II), is that a program be clear and specific on one hand, and address the broad and complex needs for education in the State on the other. The program must be built upon the mistakes of the past, because we do not have the luxury to repeat those mistakes. The program must stimulate renewal at the local level. The local school district's responsibility for providing education for their students must not be eroded by the State; rather, the capacity of the local school districts to provide quality education must be increased.

We are convinced that the Quality Schools Network has great potential as part of the "strategy of excellence."

Introduction

Under a contract with the Office of the Superintendent of Public Instruction, Center for New Schools has been exploring the possibility that OSPI should help establish one or more "experimental" or "demonstration" schools as part of its effort to improve the quality of education in the State. We have designated the approach we have been charged to develop and clarify as the "Quality Schools Network."[1]

The study has been aimed at answering the following questions:

1. How can the development of such schools be structured for maximum benefit to public education?
2. How can such a program be financed?
3. What would be the specific nature of the secondary school component of such a program?

To explore these questions, we first sought to determine the perspectives on education of a wide cross section of Illinois citizens interested in education. To this end, we analyzed testimony presented in six public hearings conducted by OSPI, and interviewed citizens attending the subsequent Illinois Conference on Education: Goals and Priorities.

After gaining some understanding of the public's priorities for improving education, we carried out a detailed analysis of "experimental," "alternative," and "demonstration" schools in Illinois and in other parts of the country. Through this investigation, we sought to identify educational programs that are relevant to crucial educational needs in Illinois. In this process, we have collected written reports or evaluations concerning 70 programs, and personally visited or talked with a staff member from 55 of these programs.

During our analysis of existing programs, we conversed and corresponded with many people representing diverse viewpoints. The people we talked with and the schools we studied are listed in Appendix A. The ideas and experiences of these people and schools have contributed greatly to the development of our recommendations.

This report is divided into 12 topics, for example, "Choosing a Model for Change." Most of the sections consider four major issues:

1. Previous Experience Pertinent to This Area.
2. Resulting Principles for Action.
3. Recommended Action.
4. Analysis of Alternative Approaches (where appropriate).

As we have worked on this project, we have developed an increasingly strong conviction that the Quality Schools Network constitutes an important and effective approach to improving education in the State of Illinois.

[1]The term "Quality Schools" has been chosen because terms like "experimental schools," "demonstration schools," and "alternative schools" all have connotations resulting from their past use that are inconsistent with the approach we are suggesting.

We feel that the approach described in this report, which is based on a careful analysis of both the successes and the failures of past alternative approaches to education, provides a coherent framework for statewide educational improvement. The Quality Schools Network provides a concrete program for stimulating significant educational improvement at the local level across Illinois.

I. The Public's Priorities for Improving Education

One aim of our study has been to explore the concerns about education perceived by a cross section of citizens in the State: students, parents, teachers, administrators, and interested citizens. The six public hearings sponsored by OSPI and the resulting Illinois Conference on Education provided an excellent opportunity to explore this question as it pertained to establishing the Quality Schools Network.

Accordingly, we reviewed all written testimony submitted in the public hearings and interviewed many participants at the statewide conference, in addition to participating in conference discussions. We have also reviewed the documents resulting from the hearings and the conference.

In the hearing testimony, three areas of need predominated:

1. Finances. The need for adequate financing, for equalization between school districts, and for an alternative to the property tax as the basis for school finance.
2. Revision of the Educational Program. Several specific shortcomings of prevailing educational practice were cited frequently in the testimony:
   a. The drudgery of schools and resulting boredom and indifference of students.
   b. The lack of programs promoting inquiry and independent learning.
   c. The lock-step curriculum and the related lack of individualized instruction.
   d. The lack of quality education to provide equal opportunity for minority groups.

   The following needs were often articulated:
   a. The need to humanize education.
   b. The need for relevant career education programs.
   c. The need to use community resources in educational programs.
3. Decision-making. The need for expanded participation in decision-making by students, parents, and teachers.

These predominant themes are generally consistent with the results of a survey carried out at the Illinois Conference on Education in which "equal educational opportunity," "school finance," and "the curriculum" were the three highest priorities for action indicated by conference participants.

The hearing testimony focused on needs and problems more than solu-

tions. Many people felt that it was their role to articulate a problem area and the State's job to suggest specific directions for solving the problems. Nevertheless, five predominant themes were apparent in the statements of those suggesting specific solutions:

1. Assumption of the responsibility for financing education by the State.
2. The establishment of "experimental" or "demonstration" programs by the State to develop and disseminate new approaches to education.
3. Training and retraining of school personnel.
4. Decentralization of decision-making and accountability in school systems.
5. Better evaluation of school programs.

Several implications particularly relevant to the development of the Quality Schools Network might be drawn from the predominant themes of the hearings and statewide conference:

1. There is substantial interest in "experimental" or "demonstration" schools as a means for improving the quality of education in the State.
2. Given the shortage of money for education in the State, the Affiliates should be operated at or near the per pupil expenditures of local school systems.
3. Given widespread support for the State's assuming a greater burden of school finance, it would seem logical that a portion of that support be focused on improving the quality of the education for which these increased funds will be expended.
4. An important charge to the Quality Schools Network should be to develop effective approaches in those areas of educational practice where citizens perceive serious inadequacies in current educational programs: i.e., the joylessness of learning, the emphasis on rote rather than inquiry learning, the lack of individualized instruction, inequality of opportunity for minorities, the lack of effective career programs, and the separation of education from the learning resources of the wider community.
5. The Quality Schools Network should incorporate effective approaches to preservice and in-service training as an integral part of their operations.
6. The Quality Schools Network should consider decentralization of power and widespread participation in decision-making as an important aspect of its operation.
7. The Quality Schools Network should develop a system of accountability for the results of education.

An independent analysis of the testimony in three of the public hearings (Springfield, Peoria, and Rockford) has been carried out by Mr. Thomas

Olson, Assistant Superintendent, Planning and Development, OSPI. His analysis of the predominant themes in the hearings agrees in almost all of its particulars with the analysis we have carried out.

However, Mr. Olson's analysis points out an undercurrent in the testimony that bears careful consideration in thinking about a Quality Schools Network. Amidst the general talk about humanizing education and other new approaches to meeting educational problems, there was a suspicion of change and innovation, and a feeling sometimes expressed that what the schools needed to do was to "draw the line" and "tighten up" in current programs, rather than embark on new ones. For example, in the Peoria hearing, there was considerable sentiment for "getting the hoodlums out of the schools" as a key solution to local education problems. And in Rockford, Mr. Olson describes the same type of counter theme as follows:

> The need for "opening" the schools in terms of providing more alternative instructional patterns based upon the individual's learning style was a common theme running throughout the sessions. A counter theme was also expressed. This counter theme took the form of a vague, somewhat nagging dissatisfaction with many "innovations" which have been implemented. This discomfort regarding innovations seemed to center around the lack of knowledge whether the "innovations" were really working and, secondly, whether the "innovations" would be temporary or long lasting.

As will be analyzed in the next section, a decade of "innovation" and "experimentation" has produced few systematic changes in educational practice. The Quality Schools Network must learn from and avoid the mistakes of past innovations. If the Quality Schools Network does not represent a decisive departure from the largely superficial and piecemeal innovations of the sixties, the suspicion of alternative approaches to learning expressed in the public hearings could become the predominant theme of educational thinking in Illinois.

II. Priorities of the OSPI Staff

We have attempted to relate our work closely to the priorities and ideas of the OSPI staff. We have been able to talk with Dr. Bakalis and with fifteen Associate and Assistant Superintendents in the State Office concerning the idea of a Quality Schools Network. We gleaned from these conversations some general questions that the OSPI staff is attempting to address in its work:

1. How can OSPI's work have a significant and wide impact throughout the public education structure in Illinois?
2. How can OSPI develop a plan for its activities that presents a clear image of what it is attempting, yet continue to address the broad and complex needs of education in the State?
3. How can OSPI focus on the educational needs of the student in school right now, rather than focusing exclusively on legislation and regulations that might someday sift down to the classroom level?

4. How can OSPI secure funds for new programs in light of the fierce competition for scarce resources at the State level?
5. How can OSPI develop structures for the disbursement of funds to stimulate necessary educational progress at the local level?
6. How can OSPI develop necessary support from local school districts and the State government to carry out necessary changes?
7. How can OSPI develop systems for measuring the effectiveness of educational programs and for measuring its own effectiveness?

In addition to these general priorities, we noted the specific program emphases of various divisions in such areas as equal educational opportunity, assessment of student progress, school governance, curriculum, career education, adult education, and teacher pre- and in-service training.

In our judgment the conception of Quality Schools Network, as outlined in this report, is consistent with both the general and specific goals of the OSPI staff. Further, the Network can translate the objectives and the expertise of OSPI into tangible educational programs. While the Network's educational goals are comprehensive, the Network offers successful, tested approaches to real and specific educational problems at the local level. The Network is designed to stimulate effective change in educational practice at the local level in every section of the State.

III. Choosing a Model for Change

The conception of a Quality Schools Network must be justified in light of the demand for immediate changes in education from many Illinois citiens, the scarcity of state resources, and the desire of OSPI staff to affect education at the level of the average classroom. A rationale is necessary that will show how steps in the establishment of a Quality Schools Network will lead to improved education for large numbers of students.

Past Experience

During the past decade, unprecedented sums have been spent in the attempt to improve the quality of American education. The tangible results of these huge expenditures are few. For example, a summary of research results concerning compensatory educational programs indicates that the programs studied had no measurable effect.[1] Since these and similar programs bore the titles "innovative" and "experimental," the concept of a Quality Schools Network will be viewed with deep suspicions by many educators and citizens. If the Network is to improve the quality of education in Illinois, it must carefully avoid the mistakes of past programs and build on the relatively few successes among the many attempts to change education that we have recently witnessed.

The Research and Demonstration Model: One past approach to change we have examined carefully might be called the "research and demonstration" approach. Under this plan, one or more "model" schools operating independent of a local school district are given total freedom to experiment, often with extensive additional resources. They then develop

[1]U.S. Civil Rights Commission. **Racial Isolation in the Public Schools.** Washington, D.C.: Government Priority Office, 1967.

successful educational practices, and school districts are expected to adopt these practices through observing the model school, reading about it, or having some of their staff members trained there. This rationale has been employed, for example, by the North Carolina Advancement School, The Massachusetts Experimental School System, and numerous laboratory schools attached to colleges and universities around the country. These schools hope, as one school proposal put it, to "set an example for the public schools."

Although the research and development model sounds plausible, it has consistently failed to work. Such model schools have often developed exemplary educational programs. But these programs have not been successfully implemented within public school systems. An analysis of past experience suggests the following reasons for failure:

1. **The school and the school district are social systems in which the introduction of isolated new programs, curriculum packages, changes in time and scheduling, retrained individuals, etc., are vitiated without comprehensive changes in other aspects of the total system.** Our visits to schools produced countless examples of the resistance of the school's social structure to the externally injected change:

ITEM: A closed circuit television system has been installed at great expense in a new high school. It is almost never used since the teachers have never been trained in the educational potential or mechanics of it. The unused equipment has been gradually vandalized by students.

ITEM: Two teachers are "team teaching" a course. In practice, one lectures for half the class while the other grades papers or reads a book; then they switch positions.

ITEM: Teachers from a conventional school have spent a day at a special demonstration center. One remarks, "It would be nice to have all that money so you could do those things." They do not try to adopt any of the new practices to their classrooms.

2. **The atypical nature of the staff, resources, size of student body, and composition of student body in the model school has made its new ideas inapplicable for the typical school district.** Additional resources for staff, materials, equipment, and facilities have often been given to the model school to promote unfettered experimentation. Expenditures of up to four or five times the per pupil expenditure in neighboring schools have been justified on the grounds that eventually all schools will have such resources or that these increased expenditures represent development costs that can later be cut when the innovation is widely adopted. Many new ideas developed through this approach are inappropriate for schools operating on conventional budgets. Further, the increased resources available for the experimental program give the teacher in the traditional school an easy out in rejecting the feasibility of the innovation.

In addition to extra resources, the model schools have often had a small student body and/or a student body composed of a special group not representative of neighboring public schools (e.g., lab schools largely serving the children of university faculty). Again, innovations in the model school are of doubtful generalizability to larger and more diverse public schools, and teachers in public schools have another excuse for ignoring the model program.

3. **The problem of working for reform within a school system seems at least as formidable as the problem of developing an alternative educational program, and the two problems are closely interwoven. The research and demonstration approach does not deal directly with this issue.** The experience of experimental schools within school systems abounds with clarifying examples:

ITEM: The director of an experimental school is suddenly informed that the teacher transfer policy of the district will result in his losing five untenured teachers (including his three best ones), who will be replaced by five tenured teachers who have applied for transfers from other schools.

ITEM: An experimental school, newly established and without equipment, is informed that chairs must be ordered through regular channels (which will take six months) and that board of education regulations forbid the rental of chairs.

ITEM: A high school is designated a "school without walls" by the school board. However, a line administrator above the school indicates that all "field trips" from the school must be approved two weeks in advance. In practice, this permission is never granted.

It is virtually impossible for the model school operating outside the school system to develop strategies for dealing with such problems. Yet our survey of experimental schools indicates that such problems are so intertwined with the development of the strictly educational aspects of the program that the two can't be separated.

Working from Within: Attempts to initiate change directly within school systems have scarcely been more successful than attempts to influence school systems through independent model schools. These attempts have been subject to the same set of limiting social forces that the model schools have confronted. Many innovative programs have reflected changes existing only on paper, with the actual educational process unaltered. Other programs have introduced limited innovations engulfed by the high percentage of educational activities left unchanged. Still others have been allowed to develop effective educational programs that are comprehensive in their scope, but have been kept small and have been carefully isolated from the rest of the school system. This last type bears a close resemblance to the model school outside the school system in its limited potential for impact. Nevertheless, the most striking examples of successful educational change have operated within school districts and have been closely attuned to their realities. These successful programs have had

the following general characteristics:

1. **They have been part of a local school district (operating as a separate school or within a school or schools), but have had sufficient autonomy to pursue a comprehensive alternative to prevailing educational practices.** This balance between involvement in the local school system and autonomy from it has taken a variety of forms. In Chicago, a group of classroom teachers working with a small foundation grant are slowly seeking to implement the open classroom concept in four neighboring schools. In Philadelphia, another group dominated by classroom teachers has tried out and refined separate courses that together form a comprehensive curriculum emphasizing emotional development. They have received permission this year to start a School for Human Services as an annex to a larger high school and plan to continue their efforts to influence educational practice in the larger school by carrying out staff development for teachers there and by assisting other teachers in their classrooms. In St. Paul, Minnesota, a small group of administrators seeking change offered to start a school for those students from each high school and junior high that were causing the most trouble. The success of this school has given them credibility to play a key role in developing a K-12 "open school" serving 500 students and a series of learning centers with special educational emphases. In Rockford, Illinois, an experimental school with a very specific model for its educational program was established. The school also saw its role from the beginning as influencing other schools in the district, and to this end it rotated its staff with other schools in the district and offered numerous educational experiences at the experimental school for teachers in other schools.

2. **The local school system has had a long-term financial stake in the success of the program and identified itself with the program's outcome.** A study of innovations by /I/D/E/A/, a division of the Kettering Foundation, notes the high "abandonment rate" for educational innovations, much of which can be traced to their temporary outside funding.[2] The axiom that things can be done differently only with extra money and only if the money comes from the outside has helped make innovation small-scale and transitory. In contrast, the initiators of the Metro High School, a school without walls in Chicago, deliberately avoided attempts to base the program on extensive outside funding and have secured funding from the Chicago Board of Education at the per pupil expenditure of the school system as a regular Chicago High School. Another group, the Affective Educational Development Project in Philadelphia, will only work with districts within the city schools willing to commit a portion of their discretionary funds to supporting the project.

To obtain such a financial commitment from a school system, it follows that the alternative program must be no more expensive than conventional schooling. Local commitments to innovations at substantially higher rates of per pupil expenditure are unlikely to survive the money

[2] /I/D/E/A/. Annual Report, 1970.

crises that are faced by an increasing percentage of American school systems.

3. **The program has devoted considerable energy to influencing educational practice in the school system on a wider basis and has experienced success in this area through working directly with other teachers and administrators in the school system over a long period.** The characteristics of successful programs of "impact" are discussed in more detail in Section VII.

4. **The program has developed a local constituency of parents, students, teachers, administrators, and community members who are committed to it.** Some programs, developed primarily by teachers and other professional staff, have developed such a constituency by providing an effective educational program for students and by then taking time to build a close relationship with parents and other citizens (for example, the Pilot School in Cambridge, Massachusetts). Others have involved parents and other citizens in their development from the beginning (for example, the Adams-Morgan School in Washington, D.C.).

5. **The program has been composed of a network of people, operating in several different contexts, who can provide each other with mutual advice and support.** The importance of a network approach to change is underscored by a five-year study by /I/D/E/A/ of the successful introduction of changes into public school systems. They point out that if a network of experimental schools or programs can be brought into effective communication (e.g., the League of Cooperating Schools in Southern California), teachers and administrators can become part of larger peer groups committed to change rather than being isolated in a larger traditional school system. Within this peer group, staff members can draw on each other for specific advice and for moral support rather than always being dependent on outside consultants.[3]

Dr. Robert Binswanger, Director of the Experimental Schools Division of the Office of Education, pointed out another advantage of the network approach: its contribution to successful impact of the program. He argues that unless experimental schools are tied together in a network that encompasses the diverse types of educational situations in the State (urban, suburban, and rural), the individual schools will not be sufficiently visible to facilitate impact on the larger educational system.

Principles for Action

Several broad principles for action are suggested by the preceding analysis:

1. A Quality Schools Network should be established as an integral part of a statewide effort to improve Illinois education.
2. An Affiliate of the Quality Schools Network should be part of a local school district.

[3]/I/D/E/A/, Annual Report, 1970.

3. Each Affiliate should offer educational programs ranging from prekindergarten through twelfth grade and including adult education.
4. An Affiliate should operate within some important constraints of conventional schools. After start-up costs, its educational program should operate at approximately the per pupil expenditure of the local school district, and this cost should be borne by the local district.
5. The Affiliate's student body should reflect the diversity of the local school district. The size of its student enrollment should be within the range of traditional schools.
6. The Affiliates of the Network should represent the diversity of urban, rural, and suburban communities in the State.
7. An Affiliate should operate with substantial autonomy in the development and implementation of its specific approaches to education.
8. One specific requirement for participation by a local school district should be the widespread participation of students, parents, teachers, administrators, and interested citizens in the development of the Affiliate's program, starting with its initial planning stages.
9. Plans and resources for the impact of the Affiliate on other schools outside the Quality Schools Network should be built into the program from the beginning. The costs of this impact program should be considered separate from the costs of the Affiliate's educational program and should probably be contributed by the State.
10. The Quality Schools Network as a whole must be established at a size and expandable to a size that makes it continuously visible as a statewide program that is improving the quality of education for a significant number of students.
11. The Network must be structured to allow OSPI and other State Agencies to make their financial and technical resources available in a specific manner to school systems committed to developing quality educational programs. The role of OSPI and other State Agencies in the Network is discussed in Section IV.

The establishment of the Network is intended to provide some statewide continuity to the Affiliates under the leadership of OSPI and other State Agencies. This statewide framework will allow local school districts to voluntarily become part of a Network that will give them both financial and technical assistance in developing programs that are relevant to local needs and interests. This flexibility will allow rural, suburban, and urban citizens to interact within a statewide program for improving the quality of education, with specific priorities to be determined at a local level.

Recommended Approach: Many possible components of the general

program outlined in principle above will be discussed in subsequent sections. Presented below is a skeleton for the program in terms of size:

1. An initial Network of six Affiliates expanding to twelve Affiliates within two years.
2. Ultimate expansion to a maximum of 35 to 45 Affiliates (see Appendix B for a projected timetable).
3. Each Affiliate to start with a minimum of 600 students and to expand to a total of 1800-2100 students in preK-12. (Valid reasons for local variations from these numbers should, of course, be taken into consideration.)

Analysis of Alternative Approaches

As indicated in the analysis of past experience, it is our strong conclusion that the demonstration school operating outside the public school system is not a viable approach to educational change. If limited resources or other considerations negate the possibility that a Quality Schools Network can be established, funds that might be obtained for the establishment of an independent demonstration school or schools might be used more profitably in strengthening and extending the operation of quality school programs that already exist within public school systems and to extending their successful practices to other schools.

Another alternative that has been suggested is that one independent model school be set up within the Quality Schools Network structure as described above. This independent school would then develop ideas for the Affiliates operating within public school systems. We have the same reservations about such an arrangement as we have about the idea of an independent model school that tries to influence conventional schools directly. We feel that the resources that might be allocated to such a school could be better spent providing direct on-site technical assistance to Network Affiliates operating within public school systems.

IV. Structure and Governance of the Network

Past Experience

A strong lesson of past attempts at innovation is that significant educational reform is built on changes in the structure of educational decision-making. The Quality Schools Network entails a three-way partnership between the local school district, the local Affiliate, OSPI and other State Agencies.[1] We have examined a number of attempts to develop new relationships between states and local school districts and between districts and individual schools.

One important characteristic that increases the chances for success of such cooperation is that it reflects a voluntary choice by the local

[1]While this study was commissioned by OSPI, the desirability of involvement by other State Agencies has become apparent. Therefore, in the rest of this report, the term "State Agencies" is used to designate OSPI and those additional State Agencies that will hopefully become involved.

school district. We have not encountered examples of school districts that implemented substantially different educational programs unless they expressed a basic willingness to become involved.

A second result of our analysis is the identification of some important characteristics of effective cooperative planning between parents, students, teachers, administrators, and other interested citizens. Such planning processes have been carried out, for example, in Springfield, Illinois; Gary, Indiana; and Hartford, Connecticut. Project Capital in Springfield, Illinois, has, through such cooperative planning, developed a new set of educational priorities for the school system and has initiated a number of specific pilot programs to clarify these priorities further. The West Side district in Gary, Indiana, with broad involvement by both school and community, has developed plans for restructuring education in their district. In the Hartford, Connecticut area, the Capital Region Educational Council successfully involved a cross section of people in establishing the Shanti School, a regional school without walls. Some keys to the success of such planning processes seem to be the following:

1. The initiator of the planning process communicated sincerity in the desire to involve diverse subgroups, provided a specific mechanism for this involvement, and provided effective leadership for reconciling group differences as the planning progressed.
2. A structure was proposed for the planning process that allowed each subgroup involved (e.g., teachers, students, parents) to work on those decisions that concerned them most, often developing plans within their own subgroup first that were later presented for consideration to the total planning group.
3. In several instances of successful planning, outside consultants worked with the planning group to improve their communication and decision-making skills. Such consultation was most effective in instances where the consultants' approach was adapted to the specific needs of the planning group and represented a long-term involvement, rather than being a set program conducted on a short-term basis.
4. The initial planning group was given direct responsibility for implementing its plans. Such continuity resulted in greater involvement in the initial planning phase and eliminated problems frequently created when program implementers were not included in the initial planning process.

With diverse groups of citizens expressing strong interest in shaping educational decisions (as reflected, for example, in OSPI's statewide hearings and conference), it appears crucial that diverse planning groups composed of parents, students, teachers, administrators, and interested citizens become involved in the planning and operation of Affiliates in the Quality Schools Network.

If the desirability of such widespread involvement in an Affiliate is acknowledged, difficult problems must be resolved in clarifying the rela-

tionship between the local Affiliate (as represented, for example, by a council composed of representatives from the diverse groups cited above) and the local school district. One consistent theme in our on-site investigations of experimental schools is the need for the experimental school to have sufficient autonomy to develop its own unique program and to have the day-to-day authority to implement that program. Dozens of examples can be cited of programs that were not granted key prerogatives necessary for effective development or that were granted these prerogatives in principle only to have them taken away in practice. A summary of this experience suggests that an Affiliate should have prerogatives in the following broad areas to establish an effective program:

1. Select teachers and administrators, including the power to hire a percentage of noncertified citizens who can make special contributions to the programs.
2. Develop its own educational program, including freedom to experiment with scheduling, calendar, grading, crediting, and locations of learning experiences.
3. Allocate and dispurse money (within overall budget limitations) for materials, rental of space, equipment, student stipends, and other expenditures deemed by the Affiliate to be necessary for the success of the program.
4. Develop standards for student behavior and methods for carrying them out.
5. Evaluate program and staff progress in achieving stated objectives, and, within a framework of due process, determine which teachers should remain in the program.

One approach to achieving such autonomy would be to constitute the Affiliate as a virtually separate school district with all its associated powers. Such an approach has been proposed by the Commission of Urban Education of the State of Illinois for an experiment in urban decentralization.[2]

A second approach is to develop the needed autonomy for the local Affiliate of a Quality Schools Network within the framework of the local school district. Attempts to achieve such an arrangement that have been attempted in the past have been limited both by the unwillingness of local school districts to delegate such autonomy and by the lack of clarification as to exactly what prerogatives had been delegated and how they would be exercised in practice. To take a specific example, many experimental programs have been hampered by lack of control over their own finances, even in the face of a broad agreement from the local school district that the experiment would have substantial fiscal autonomy. A careful analysis of a particular school situation indicates that the experimental program would find the following arrangement with the local school district to be an acceptable basis for operation:

[2]Commission on Urban Education, **A Report to the General Assembly of Illinois**, 1971.

1. The administration and teachers will be selected by a school governing council from those certified or certifiable by the local school district. The district will cooperate in certifying those persons who meet school district qualifications but are not presently certified locally. Salaries to be based on the local district's schedule for compensation and paid through their regular payment system.
2. A portion of the school's total budget will be designated for the hiring of noncertified citizens with special talents, to be selected by the school and paid at rates designated by the school. Payment to be made through the regular school district payment system.
3. The principal of the school is authorized to make direct purchases up to a limit of $200, using guidelines established by the school governing board for the allocation of the total monies granted to the school by the local school district.
4. Expenditures of more than $200 require approval by only one person from the central school staff and such approval is normally to be granted immediately unless the central staff person files a written statement with the superintendent of schools indicating the expenditure is clearly counter to the principles under which the experimental school was established.

These guidelines are presented as an example to indicate the type of specificity that is required to avoid confusion and conflict in the relationship between an Affiliate and a local school district. In specfying criteria for participation in a Quality Schools Network, the State Agencies should develop a set of specific model guidelines of this type and should require that each local school district that wishes to participate in the Network develop a set of local guidelines that speak to each specific issue raised in the model guidelines as part of its proposal for participation. Our study indicates that school systems must be willing to experiment with new decision-making relationships along with new educational ideas if quality schools are to be created.

The establishment of effective guidelines that insure substantial autonomy of the Affiliate will require strong leadership from the State Agencies who initiate the Quality Schools Network. It is the need for strong leadership in establishing a framework for the development of the statewide Network that is a further lesson from our analysis of past experience. Programs that have been merely permissive, have had weak guidelines, or have had guidelines that were not enforced have succumbed to the forces of inertia at the local level that have been described earlier. For example, the State Department of Education in Massachusetts has initiated an Open Campus program under which the State Commissioner of Education grants exceptions to State regulations requiring attendance at a school building for a certain number of hours per week. The State seeks to help local communities develop imaginative ways to use the open campus, but without much real State authority. The result is a diffuse set of local programs,

most of which have failed to result in a substantially different approach to education.

A strong set of guidelines for membership in the Network, vigorously enforced, are essential to success. To such active monitoring, however, must be added an effective technical assistance program that will help local districts interested in participation meet the guidelines. Dr. Robert Binswanger sees the role of the Federal Experimental Schools Program as (1) helping local school districts at every phase in the development of a proposal to understand the intent of the guidelines from his office, and (2) helping them find ways of meeting the guidelines that are feasible in local situations. This crucial technical assistance function will be discussed more thoroughly in several subsequent sections of this report.

Principles for Action

The role of each of the three major groups involved in the Network (State Agencies, local school districts, and the Affiliates) must be specified as precisely as possible. The analysis of past experience suggests the following roles for each of these groups:

1. **State Agencies**
   a. To provide initial leadership in the establishment of the Affiliates.
   b. To provide continuing technical support to the Affiliates in operation, including the development of approaches to pre- and in-service education.
   c. To initiate an independent review function for new and continued membership in the Network.
   d. To initiate regular independent evaluation of the Affiliates and the Network.
   e. To provide financial support for the start-up of Affiliate schools.
   f. To provide technical assistance and financial support for the impact of Affiliate schools on other public schools.
   g. To provide continuing overall coordination for the Network.
2. **Local School District**
   a. To initiate a process of planning for the Affiliate involving widespread participation.
   b. To set broad policy guidelines within which the Affiliate may develop.
   c. To provide technical assistance to the developing Affiliate.
   d. To facilitate impact on other schools.
   e. To support the Affiliate financially at the level of the district's per pupil expenditure.
   f. To participate in policy decisions affecting the entire Network.

3. **Affiliate**

   a. To define a distinctive direction for educational practice and to pursue that direction. To accomplish this objective, the Affiliate must have virtual autonomy (within the broad guidelines set by the local school district and by State Agencies) to carry out their educational program, to control funds allocated for their program, and to hire staff. Part of the State Agencies' initial leadership role includes the obligation to work out in specific operational terms conditions that will allow the Affiliate this autonomy in a framework agreeable to the local district.

   b. To participate in policy decisions affecting the entire Network.

Recommended Action

The development of the Network should occur in three phases:

Phase I—Development: From the time a decision is made to establish the Network until the first set of six schools is identified.

Phase II—Expansion: From the time the first six Affiliates begin operation until the maximum Network size is reached.

Phase III—Operation: Operation of all Network functions on the maximum projected scale.

To carry out the functions described in principle earlier, the following specific groups should be established. Their functions will change somewhat in different phases.

Technical Assistance Group (operating under the direction of the State Agencies): During Phase I, the Technical Assistance Group (TAG) would be the primary vehicle for State Agencies' strong initial leadership for the Network. It should carry out plans for soliciting statewide support for the Network, provide assistance to local districts interested in becoming a part of the Network, assist the Selection and Review Committee (described below) by helping establish selection criteria and gathering information appropriate to final selection of Affiliates, provide technical assistance including staff development for the Affiliates, initiate processes of formative evaluation, initiate programs for impact on schools outside the Network, and provide overall coordination and communication for the Network.

During Phases II and III, the Technical Assistance Group's priorities should be strongly influenced by the judgments of the Affiliates and local school districts through the Network Policy Council (described below). It should spend a significant amount of its time developing programs for impact on schools outside the Network and for continuous staff education programs.

Selection and Review Committee (appointed by the State Agencies): The Selection and Review Committee should be an independent "blue-ribbon" committee that develops guidelines (with TAG) for membership in the Network, reviews proposals for membership in the Network and selects Affiliates, selects Independent Evaluators who report to it regularly on the

status of the Affiliates and of the program, and periodically reviews the status of each Affiliate to decide whether it should continue to receive Network support. Such review should follow clearly specified guidelines.

It should be composed of a diverse group of citizens who are not involved in the development of any Affiliate program. Its members should be appointed by and make regular reports to the State Agencies. Its functions should remain constant in all phases as an independent group with final authority concerning initial and continuing membership in the Network.

Affiliate Councils: Within the framework of cooperation laid down in principle earlier, each Affiliate should be governed by a Council composed of representatives from the local district superintendent, local district board, staff members of the Affiliate, students of the Affiliate, parents of the Affiliate, and concerned citizens directly involved in the Affiliate's program. This group should have autonomy in governance as indicated earlier. The Affiliate Council should initially be established as part of the planning process required to submit a proposal for membership in the Network, and the Council should supervise the development of this proposal. The functions of the Council should remain fairly constant in all phases.

Network Policy Council: This Policy Council should be established at the beginning of Phase II. Each Affiliate Council and each local school district participating in the Network should be represented. The Policy Council should have the power to make general policy regarding the operation and priorities of the existing Network within guidelines established by State Agencies. The Independent Evaluators should also be acceptable to the Policy Committee.

The Council should have an Executive Board elected by the Council that represents the diverse composition of the Council as a whole. Representatives of the State Agencies should serve as ex-officio members of the Executive Board.

Independent Evaluators: The Independent Evaluators of the Affiliates and the Network as a whole should be selected by the Selection and Review Committee with the approval of the Policy Council and the Technical Assistance Group. Criteria for selecting the Independent Evaluators and areas in which the evaluation should concentrate should be developed jointly by the Selection and Review Committee, the Policy Council, and the Technical Assistance Group.

These proposals are consistent with a philosophy that sees the State Agencies' role as one of empowering creativity at the local level and providing it with continuous support. This leadership role is exercised through the work of the Technical Assistance Group, the appointment of the members of the Selection and Review Committee, and representation on the Executive Board of the Network Policy Council.

Analysis of Alternative Approaches

It is possible to imagine many variations in the divisions of responsibilities we have proposed and in the structures we have proposed to carry out these responsibilities. We have tried to be as specific as possible in stating our recommended approaches and the principles that underlie them, so that alternatives can be developed as appropraite.

One specific alternative mentioned earlier is that the Affiliates be set up as separate school districts. If this alternative is explored, careful consideration should be given to its political feasibility and to the effect it would have on the development of successful programs of impact on schools outside the Affiliate.

V. The Educational Program of a Local Affiliate

Several important characteristics of the educational program of a local Affiliate have been suggested earlier. A prospective local Affiliate should seriously consider the problems of conventional education articulated in the statewide public hearings and the Illinois Conference on Education and summarized in Section I. Further, an Affiliate should develop its particular program through widespread participation that will yield additional clarification of the educational problems perceived by students, parents, teachers, and concerned citizens at a local level.

Past Experience

In analyzing past experience pertinent to the development of an Affiliate's educational program, we have collected and analyzed written information from 70 experimental schools and have personally visited or talked with staff members from 55 of these schools. A list of programs investigated is contained in Appendix A. Our original charge from OSPI was to look specifically at the secondary school component of a demonstration schools program, in addition to proposing a structure for the entire program. Thus, most of the schools investigated were at the secondary level. It is impossible to convey in this report more than a tiny fraction of the useful information gained from our investigation. In deciding what topics to include, we have concentrated on those that have broad policy implications for the development of a Quality Schools Network. The analysis of past experience relevant to the educational programs of Affiliates is divided into two parts: the first part deals with general concepts pertinent to the total program from prekindergarten to adult education. The second part builds on the first to deal more specifically with the secondary component.

General Concepts from Past Experience: The generalizations that seem most pertinent to the development of broad policies and directions for a Quality Schools Network are as follows:

1. **The social structure of the educational program is the decisive determinant of its quality. Isolated plans for new curricula are meaningless unless these plans also address such issues as teacher-learner roles, the hidden curriculum of daily social interaction, decision-making within the school, relationships between the educational program and the larger**

society, and the place of the educational program in the total life experience of the students served. These concepts are emphasized consistently by people involved in creating clear alternative approaches to prevailing educational practices. They are contained, for example, in this call for a redefinition of the notion of a "curriculum":

> [Curriculum is] the unwritten agenda, the world view, conveyed by the assumptions, the climate, the implicit social function and structure of the school. The school as an organism, that is the curriculum.[1]

Perhaps successful changes in "the school as an organism" are best conveyed by brief descriptions of some specific programs. These programs were not chosen because they are necessarily better than a number of others that might have been cited; rather they were selected to represent a cross section of the well-developed alternatives that are presently in operation:

a. New School for Behavioral Sciences in Education, University of North Dakota: The New School is attempting the large-scale reeducation of North Dakota elementary school teachers in the open classroom method that has been developed in England. The open classroom concept allows the student considerable free choice within a carefully structured classroom setting. The teacher is responsible for keeping close track of the activities and progress of each student and for intervening at crucial times to direct the course of his learning. In the North Dakota program, in-service teachers are given a year's leave to study the open classroom method for university credit. Preservice teachers being trained in the method replace them in the classroom. The structure of the total teacher education program is also based on the open classroom concept being taught: a combination of structure and individual choice and initiative is offered for the teachers being trained.

b. St. Teresa Academy, East St. Louis, Illinois: Faced with a crisis of racial confrontation several years ago, this private urban girls' high school decided to completely alter its educational program to put study on a largely individualized basis. Faculty and students were aided by Nextep, a program aimed at developing communication and decision-making skills that is based at Southern Illinois University. The reforms were basically staff-initiated with sensitive, but informal, response to student concerns. Each major academic area (e.g., English, social studies, mathematics, business) has developed individual performance criteria for competence in specific aspects of that subject field. Some student work is done in seminar groups, but most study is completed in learning laboratories in the various subject areas, with students working completely at their own pace. The

[1]Mark Shedd, **et al.** "Yesterday's Curriculum/Today's World: Time to Reinvent the Wheel," In R. McClure, Ed., **The Curriculum: Retrospect and Prospect.** Chicago: University of Chicago Press, 1971.

content in a given subject area is a blend of the conventional and of new educational directions. In visiting the school, one is impressed by the great variety of highly motivated and purposeful learning activity of the Academy's students.

c. Shanti School, Hartford, Connecticut Metropolitan Area: This high school without walls is the joint venture of five school systems and is governed by a separate regional board under the auspices of the Capital Region Educational Council. It seeks to eliminate the notion that education should be conducted in a building isolated from society and rather employs the human and the physical resources of the metropolitan area as a basis for its educational program. There is considerable student choice and involvement in governance within an overall educational plan. In general, the school seems to combine warm interpersonal relationships with careful planning by all program participants.

d. Individually Guided Education, /I/D/E/A/, a division of the Kettering Foundation. This individualized approach to elementary education is being carried out through 34 networks of cooperating schools located in rural, suburban, and urban areas. The approach is based on the premise that "the dominant reality in American education today is the individual difference." It seeks to individualize the rate and the means by which children reach behaviorally specified goals through matching learning media with individual learning styles. It provides for independent study, but within specific learning units. There is less emphasis on student choice of goals in this approach than in the open classrooms being established in North Dakota. There is a specific training model for teachers with emphasis on such topics as constant pupil assessment and matching media with learning styles. However, the program also stresses the importance of teachers developing curriculum and finding answers; therefore, it seeks to establish an atmosphere in which a league of cooperating schools can share experiences and ideas to strengthen a continuous process of growth.

e. School for Human Services, Philadelphia, Pennsylvania. Students enrolled in the school have an interest in human service jobs, which might vary from psychiatrist to Headstart assistant. Thus, School for Human Services has a strong career emphasis without the usual rigid college/noncollege tracking. Students spend half their time in human services job placements and the other half taking courses in the school, which is an annex to a Philadelphia high school. The courses in their academic program have been developed and tested separately in a long-term curriculum program in conventional schools. They all relate subject matter in academic areas to the students' emotional development and their abilities to develop effective interpersonal relations.

f. New Gary Program, Gary, Indiana: Currently in the planning

> stage, this program envisions an approach to education in the West Side district of Gary that will change just about every aspect of educational process. The bulk of educational activities will take place in twenty-five learning centers that will be an integral part of the community's businesses, cultural organizations, community organizations, and other resources. Noncertified citizens with special talents will comprise a substantial portion of the program's staff. New roles in the operation of learning centers are emphasized by the terms center manager, learning director, and curriculum manager in place of teacher, principal, etc. The program is conceived as a total approach to education for community residents of all ages. The program borrows a number of key concepts from Gary's widely publicized Bannaker School and shares its emphasis on teaching basic skills. However, the New Gary Program seeks to go beyond Banneker's individualized approach to reaching specific goals by allowing the learner to set many of his own goals for his educational development.

Many other examples could be cited of educational programs that have developed thorough-going alternatives to conventional educational practice. It is the development of such comprehensive learning programs that should characterize the Affiliates in the Quality Schools Network.

Unfortunately, the programs cited above are not typical of alternative and experimental schools that exist in the United States; furthermore, the capsule summaries of school programs presented above underplay some of the severe problems that these schools have had in establishing a clear alternative approach to education. Thus, the remaining points in this analysis of relevant past experience strongly emphasize problems as well as strengths of existing alternative and experimental programs.

2. **In conventional schools, the outcomes of educational programs have been strongly related to the social background of the student. Many alternative or experimental schools have instituted new processes that perpetuate this same inequality.** For example, in one alternative high school with varied resources for learning, students who entered with reading skills at or above the national average quickly shot up to college level reading abilities, while students with reading difficulties made inconsistent gains. The program is seeking to correct this inequality with more direct emphasis on skill development and individual feedback from teachers.

Often, the emphasis on "freedom" in alternative programs means that minority group and lower-class white students are lost track of, and this confusion is justified on the grounds that the students are "doing their own thing." For example, a study of Headstart programs with an emphasis on freedom showed that students from upper-lower-class backgrounds benefited more in unstructured activity-oriented programs than lower-lower-class children.[2] Many alternative school programs specifical-

[2] J. Bissell. Doctoral Thesis. Harvard University, 1970.

ly serving minority groups have adopted a more structured and specifically skill-oriented approach than programs serving white middle-class students (e.g., the East Harlem Block Schools). Or a minority group has split off from a program serving a diverse student body but dominated by a white middle class orientation emphasizing nonstructure (e.g., Black House, which was formed as an off-shoot of Berkeley Community High School).

Inequality of opportunity in experimental programs is not limited to skill development. For example, the approach to student participation in decision-making developed in many alternative high schools emphasizes long unstructured meetings and rhetorical and procedural skills that favor participation by white middle-class students. A variety of additional pressures militate against the involvement of lower-class white and black students in such schemes.[3]

Another danger observed in experimental or alternative programs is the introduction or gradual reintroduction of consistent tracking programs highly related to student background. Strong evidence exists concerning the negative influence of tracking on student self-image and achievement. Grouping procedures employed within the Affiliate should be evaluated carefully to determine whether they are exerting such negative influence.

In general, the educational processes and outcomes within the Affiliates should be carefully monitored to determine the nature of participation by students from different social backgrounds and the effects of this participation.

3. **The predominant image around which many past alternatives have developed is one of "freeing up" the individual and the school community. It has been assumed that once the restrictions of conventional schools were lifted, an effective learning community would emerge "organically." This dream has not materialized. The need to move beyond the negation of traditional structures to the development of effective alternative structures has become apparent.** This initial orientation has been explicitly acknowledged and called into question by a number of recent reports on experimental schools:

> ...staff members rarely shared or attempted to formulate an explicit set of goals to guide their efforts. They clung to a vague vision born out of disillusionment with other schools, that they could create a "different" school where relationships among people were "natural and rewarding." Pilot School, Cambridge, Massachusetts.[4]
>
> There are many people in our program, at the national and local levels, who are motivated not by teaching, serving, or contributing, but by escaping from the Post Office, the middle class, or boredom. How can a person motivate another **toward** something if he is motivated by the effort to **escape from** something? National Postal Street Academies, Washington, D.C.[5]

[3]Center for New Schools. **Student Involvement in Decision-making in an Alternative High School: A Preliminary Analysis.** Mimeograph, 1971.

[4]W. Gollub. Doctoral Thesis. Harvard University, 1971.

[5]T. Endo. "What the World Needs Now is Not More Love" in **Journal of Street Education,** Volume 1. No. 1, Postal Academy Program. Washington, D.C.

> The easiest way to describe the Adams philosophy, climate, and program is to explain what it is about traditional schools that the Adams planners were in opposition to, for—as is often the case in efforts at institutional reform—it was much easier for Adams administrators and teachers to define what they were against than what they were for. Adams High School, Portland, Oregon.[6]

Characteristically, the school built primarily on the negation of traditional structures results in a diffuse role for the teacher that eventually boils down to his being an adult "buddy" to the students, fosters a "live and let live" atmosphere among students with little effective communication (especially between students from different cultural backgrounds), and a diffuse educational program in which only a small minority of students become involved in sustained learning activities. This approach to education has recently been questioned severely by those who have been associated with alternative schools:

> We have become what Willhelm Reich called **freedom peddlers:** those who sell to others a promise and ideal they have not yet made their own . . . What one discovers in free schools is that the mere absence of structure or authority cures and changes nothing. The young feel as bored, disoriented, and impotent without structure as within it.[7]

> In talk, in what they do, and in their rare writings, good teachers (in the open classroom) do not find that the question of freedom is at the core of their efforts with young children. They accept the real and legitimate authority of a teacher as an adult responsible for making a nurturing environment in which children and their talents can grow. Freeing children is part of the point; encouraging them to make significant choices is desirable, because often the choices reflect their needs, and, in any case, that is how they learn to develop initiative and think for themselves. By itself, however, freedom is an empty and cold educational aim. When we have many more good schools, and when our educational philosophy is more firmly grounded in actual practice, we will understand what a limited goal it was.[8]

It may appear to some readers that we have belabored an obvious point. However, despite the warnings that have been advanced by long-time observers and participants in experimental and alternative schools, the clear majority of recently established schools that we have visited are beginning with exactly the same premises about "freedom" and "organic growth" that have proved so unproductive in the past. In contrast, the successful schools that we have observed had gone beyond the stage of simply opposing traditional education to the development of positive alternative structures for learning (e.g., the schools cited earlier in this section).

[6]Progress Report, 1971. John Adams High School, Portland, Oregon.
[7]P. Marin and V. Stanley. "Exchange Exchanged," **New Schools Exchange,** October. 1971.
[8]J. Featherstone. **Schools Where Children Learn.** Liveright, 1971.

If the Affiliates of the Quality Schools Network are to succeed, they must know clearly what they are **for** as well as what they are **against** and must translate their positive approaches into the day-to-day operation of educational programs. In this regard, the success of the Quality Schools Network rests to a great extent on the capabilities of the Technical Assistance Group. Strategies for helping local groups plan and carry out specific educational approaches that meet their needs are discussed in other parts of this Section and in Section VI.

4. **Two contrasting strategies for educating have emerged from recent educational experiments. They might be called the "learning environments strategy" and the "behavior modification strategy."** The learning environments strategy sees the teacher's job as creating a structured yet open environment for learning within which the learner is basically responsible for the direction of his own learning. Some schools have begun with such a philosophy; other schools have begun with an emphasis on "freedom" and "organic growth" but have evolved a learning environments strategy as a result of their experiences. A recent development in the latter type of school has been an emphasis on defining the limits of behavior and responsibility for both teachers and students. At the secondary level, examples of some programs that are developing variations on the learning environments strategy are the following:

CAM Academy, Chicago, Illinois. A private community-controlled school for dropouts and pushouts from public schools. Considerable student freedom but with a strong skills emphasis and an expectation that the student produce. Good record of sending its students to college.

Career Study Center, St. Paul, Minnesota. A public school for students who have had problems adjusting to traditional schools. Strong counseling emphasis with highly trained counselors. Strong skills laboratory program.

Group School, Inc., Cambridge, Massachusetts. A private school founded by white working-class students. Emphasis on dealing with the total life situation of its students.

John Adams High School, Portland, Oregon. A public school emphasizing the blending of instruction, teacher education and reeducation, and research. An interdisciplinary curriculum aimed at solving community problems is a key part of the curriculum.

Logos, St. Louis, Missouri. A private school for dropouts. Emphasis on individual counseling by a highly trained staff. School without walls approach to curriculum. Requirements for graduation include the attainment of twelfth grade competence in reading and mathematics.

Metro High School, Chicago, Illinois. A school without walls with many courses taught by cooperating businesses, cultural organizations, and community organizations. Serving a student population drawn from every section of the City of Chicago. Currently developing new ways

to use the world beyond the school as a learning environment, including a student-operated day care center and placements and educational trips in all parts of the country.

Parkway Program, Philadelphia, Pennsylvania. The first school without walls. Similar in many respects to Metro High School.

St. Mary's Center for Learning, Chicago, Illinois. A private urban high school emphasizing curricula relevant to urban students. Wide student involvement in decision-making and school operation. A nationally recognized program in communications media.

School for Human Services, Philadelphia, Pennsylvania. Described earlier in this section.

Shanti School, Hartford, Connecticut. Described earlier in this section.

Street Academies, New York, New York. A three-level educational program, beginning with storefront learning centers and street workers who seek out young people on the street who are interested in continuing their education. Students graduate to academies of transition and then to Harlem Preparatory School whose graduates have an outstanding record for entering and remaining in college.

At the elementary level, some examples of programs developing variations on the learning environments strategy are the following:

Holy Family School, Chicago, Illinois. An urban school serving a housing project which has carefully developed an open classroom approach to learning. Other examples of effective open classroom programs in Chicago include St. Pius School (private), Cluster Classroom Project (public), and Disney Magnet School (public).

Laketown Elementary School, Springfield, Illinois. Initially a traditional school in physical structure and educational program. Modifications in the program have established an open classroom approach, with multiple age groups and team teaching.

New City School, St. Louis, Missouri. A multi-racial school that originally used a free school approach but has moved toward the open classroom. Exciting environment with much evidence of purposeful independent learning.

New School for Behavioral Sciences in Education, University of North Dakota. Described earlier in this section.

Welsh Demonstration School, Rockford, Illinois. Individualized instruction with students having substantial freedom in choosing educational goals. An emphasis on "self-discipline within a structure."

The examples cited above are not intended as an exhaustive list. They merely suggest the variety of approaches that have been developed within the "learning environments strategy" to new roles for teachers, models for staffing, relations between structure and freedom, curriculum, student roles, and school management. The schools listed vary greatly from each other; their common characteristic is that they have developed in prac-

tice a new environment for learning that places major responsibility on the student for directing his own education.

A recent development in the learning environments approach is to offer a series of clearly defined learning environments for students or their parents to choose from. For example, the Southeast Alternatives in Minneapolis offers traditional, continuous progress, open, and free school alternatives at the elementary level. And the Berkeley Experimental Schools Program is developing 21 alternative schools from which students can choose. The rationale for this approach is as follows:

a. Different students experience success in learning environments with a wide range of structures and goals.

b. Students should be free (or in the case of younger children, their parents should be free) to choose the environment they feel is most appropriate.

c. In choosing their learning environment, students should be made aware of the expectations associated with that learning environment. For example, if the program requires regular attendance at certain core classes or requires a certain level of reading ability for graduation, these requirements should be made explicit before the student enters the program.

d. The students in a program have substantial freedom, but within the limits that have been clarified before the student enters. Thus, the program can clearly exercise legitimate authority.

The "behavior modification strategy" individualizes the rate and the means of instruction toward precise goals expressed in behavioral terms. The teacher is assumed to have primary responsibility for specifying goals and designing alternative pathways for reaching them. Goals may range from development of basic skills to development of creative thinking. It is further assumed that an important motivater for the student is to experience success in following a program that is individually prescribed for him.

At the secondary school level, we did not observe any "pure" examples of the "behavior modification strategy." St. Teresa Academy in East St. Louis, Illinois, uses this approach more extensively than any other secondary programs we observed. At the elementary level, the Individually Guided Instruction program of /I/D/E/A/ comes close to the behavior modification approach, as does the much publicized Banneker School in Gary, Indiana, which is being operated under a performance contract.

In actual practice, many of the programs that have been cited in this report combine the "learning environments" and "behavior modification" strategies as they are judged appropriate. Given a particular set of local needs, an Affiliate might construe its task as describing precisely which of these two general approaches or combination of these approaches is best suited to meeting its needs.

The Secondary Component of the Quality Schools Network: The preceding discussion raises some general issues that will be developed further in this specific consideration of secondary school component for the Quality Schools Network. This analysis is organized around a number of educational objectives that were mentioned frequently in public hearings and in the Illinois Convention on Education as being desired goals for education in Illinois (See Section I). Under each general objective, there is a review of past experience in programs that have tried to carry out this objective. The goals have been stated in terms of the student's learning.

1. **Master basic reading and mathematics skills.** Many secondary programs initially saw the development of basic skills primarily as an outgrowth of student involvement in those learning projects in which the student was interested. In their initial proposals, experimental programs presented hypothetical examples like the following:

> The student who is interested in pollution will then be motivated to read in this area. He may become involved in an anti-pollution campaign and develop communication skills through writing a brochure or making a film. Or he may become interested in the technical aspects of pollution control and master considerable mathematics and science in the process.

Many programs point to individual instances where such integrated learning actually has taken place, but most agree that incidental learning of skills does not occur frequently enough to promote adequate skill development, especially among those with large skill deficiencies. Students with deficiencies tend to avoid activities that involve skill development, often because of painful experiences of failure in their earlier education.

Successful programs in skill development seem to have three main characteristics:

a. All teachers are conscious of students' levels of skill development and have an ability to press the individual at appropriate times to improve his skills.

b. Each student is assigned to a teacher who is responsible for the individual counseling. The ability of this teacher-counselor to motivate a student in skill development is another important characteristic of a successful skills program.

c. The program has a well-developed individualized skill laboratory or laboratories. Staff members in these settings are sensitive to students' learning blocks in the area of skill development. They keep accurate records of student progress so that they are able to praise and encourage students on the basis of their objective accomplishment. These skills teachers are in close touch with others who know the student well, so that they understand him as a total person.

Once again, it is the total configuration of human and technical resources that makes the difference. A counselor who is a good friend to the student,

but does not become aware of his level of basic skills and attitudes toward basic skills will short-circuit a successful skills program. A skills lab teacher who is excellent at managing equipment, but does not keep accurate records of progress and cannot motivate students, will short-circuit a successful skills program. Examples of successful skills laboratory programs in operation are the mathematics and reading laboratories of the Career Study Center in St. Paul, CAM Academy in Chicago, and St. Teresa Academy in East St. Louis.

2. **Develop the ability to learn and act independently.** Most alternative secondary programs believe strongly that a student cannot learn to think and act independently unless he is given significant opportunity to make decisions that shape his own education and his own life. Experimental schools have attempted to involve students in such decision-making at three levels:

a. Small personal decisions about one's life—where to eat, when to make a telephone call, what to wear. Many experimental schools have strongly maintained that the school should have absolutely no role in such decisions.

b. Decisions about one's educational program—what courses to take from among a large selection, what will be studied within a particular course, etc.

c. Decisions about the shape of the educational institution—rules within the school, grading policies, staff selection, curriculum structure, etc.

The area of **personal decision-making** is the one that students value most highly. Limitations on students' abilities to move freely, talk with friends, get up to get a drink, etc., were to them the most irritating aspect of traditional schools. Once freedom was granted in this area of decision-making, many students were not interested in making decisions in the areas of their educational program and the policies of the school.[9]

Those programs that have had the most success in involving students in **shaping their own educational program** are those with the types of well-defined alternative approaches to learning described earlier in this section. Teacher-counselors in such programs were able to communicate acceptance and warmth to the student and yet hold up strong positive expectations for him. In the classroom, teachers began by providing a set of options to students and asking them to choose from among them or create their own options. They did not merely come in unprepared each day and ask people what they wanted to do. Characteristically, the program had a definite, yet flexible, curriculum structure and a set of clearly defined limits that students understood before they joined the program.

We know of no school that reports a completely satisfactory approach to involving students in **institutional decision-making.** Common problems

[9]Center for New Schools. **Student Involvement in Decision—making in an Alternative High School.** Mimeograph, 1971.

reported are lack of student interest; long meetings and arguments; unclear decision-making procedures that further discourage participation; and lack of clear procedures for implementing decisions. A pattern that has been repeated in a number of schools is as follows:

a. The staff hopes for student involvement and tries not to make important decisions until a structure for student participation evolves.

b. A crisis ensures in which decisions must be made for the institution to survive.

c. A centralized procedure for making decisions is established and student involvement is de-emphasized as a priority.

Many schools have regarded involvement in decision-making as a right to be conferred on students. Recent experience indicates that involvement might better be regarded as a skill to be taught. Once again, the most successful programs for promoting student involvement in all types of decisions have resulted when an initial structure was created in which such involvement could take place.

In addition to the attempt to involve students in decision-making, many programs have sought to develop student independence by expanding their educational program beyond the classroom and into the real world. Such involvement has taken many forms, including job placement; seminars taught by businessmen, authors, and technicians; internships in political campaigns; and long-distance travel. Schools without walls basing the bulk of their educational program on such experiences are now operating in Philadelphia, Pennsylvania; Chicago, Illinois; New Orleans, Louisiana; Providence, Rhode Island; Rochester, New York; Portland, Oregon; Washington, D.C.; Cleveland, Ohio; Hartford, Connecticut; St. Louis, Missouri; and Watertown, Massachusetts. More are in the planning stages. In addition, many programs without a total school without walls approach are setting up some learning experiences in the larger community.

It is too early to assess these programs in terms of their contribution to the student's ability to learn and act independently. One point, however, is clear: there is no magic in the notion of using community resources for learning. A highly skilled mechanic or doctor may be a poor teacher. "Real-life" experiences that involve standing around without any real responsibility are just as boring as many conventional classrooms. Detailed evaluations of a number of school without walls programs are now in preparation, and should provide some indications of how community learning experiences can be structured most effectively for maximum development of students' capacities to think and act independently.[10]

3. **Develop an understanding of one's own emotions and the emotions of others. Develop skills and attitudes for effective interpersonal communication.** One widely employed means for achieving this goal has been

[10]Center for New Schools is currently completing an evaluation of Metro High School, supported by the University of Illinois at Chicago Circle. The Organization for Social and Technical Innovation is completing an evaluation of the Parkway Program.

to restructure the educational institution to allow students more opportunity for informal interaction and to develop closer relationships between teachers and students that extend beyond the classroom. Evidence is fragmentary, but such restructuring appears to have had a profound effect on the development of many students in experimental high schools. Closer interpersonal relationships were rated by students as the most valued characteristic of their schools in the evaluation of Metro High School in Chicago, John Adams High School in Portland, and the Career Study Center in St. Paul. Yet once again, reliance on spontaneous development appears to have decided limitations. For example, when student bodies are diverse, students tend to become close friends with students from their own neighborhoods and social backgrounds and allow other students to "do their own thing" without really dealing with them.

The limits of spontaneity are also apparent in another innovation that has been tried in many schools: the counseling group. This group has different names in different schools: counseling group, guidance group, family group, home group, tribe, tutorial. In each case, however, the form and function of this group is substantially the same. Ten to fifteen students work with a teacher to build a group that is honest and can communicate openly. Most schools assumed that any sensitive well-meaning teacher could build such a group given the opportunity. This assumption has not been borne out in practice, and many schools have given up or severely modified the counseling group idea. We have observed some outstanding counseling groups in operation. When one examines them, one usually finds a group leader with extensive training in counseling and group procedures or an isolated individual who has an intuitive mastery of group procedures without extensive formal training.

The idea of a counseling group where affective development and interpersonal communication are emphasized seems crucial, both to the operation of a successful alternative school and to the development of desired skills and attitudes in the affective domain that will benefit the student after graduation. The need for explicit training of the teacher-counselors is crucial if the counseling group is to achieve these goals on more than a hit-and-miss basis. Such training must be long-term and be closely related to the nature of the particular students in the program. We have observed two outstanding programs in which the explicit training of teachers for affective education is being carried out: Affective Education Development Project and the counselor training program of the Antioch-Putney Graduate School, both in Philadelphia.

4. **Develop a pride in one's own social background, coupled with an understanding of and an ability to work productively with students from different social backgrounds.** In stating a goal that emphasizes the reality of group diversity, alternative schools have attempted to go beyond the conception of "integration," in which all groups are often coerced into adherence to a white middle-class norm. Many schools hoped to achieve this goal through creating an open and accepting environment, but without explicitly dealing with underlying prejudices and misunderstandings.

They have attained significant but limited success. Here were the stages in development of a typical program:

a. Diverse groups were brought together in an informal educational setting, and everyone was initially very pleased. There were almost never any racial incidents, and a number of cross-group friendships were formed. Students felt there was "very little prejudice" in the school, although most students continued to spend their time with students from backgrounds similar to theirs.

b. As time passed, some tensions and latent prejudices began to manifest themselves. White working-class kids strongly disliked middle-class hippie types. Many black students wanted sports and cheerleaders, but white students thought these activities were corny. A group of lower-class black students formed a low-key sort of gang and intimidated other students, primarily other black students.

c. Though everyone agreed that intergroup relations in the experimental school were much better than in traditional schools, students and staff began to feel extremely uneasy about what might happen if things continued to drift.

Once again, if positive intergroup relations are considered an important goal of an experimental program, maximum program effectiveness is achieved when informal opportunities for relationships to develop are supplemented by a specific consideration of group identity and relationships in the curriculum. For example, in the Multi-cultural Institute in San Francisco, elementary students spend half their day working with their own ethnic group to learn about its history and culture and meet weekly with other ethnic groups to share their cultural experience. Such an explicit teaching model in the area of intergroup relations, coupled with specific staff training in group procedures with diverse groups, would appear to be prerequisite for inter-group education that goes beyond the live-and-let-live stage.

5. **Develop an understanding of social issues and of societal processes and an ability to participate effectively in the political process.** New directions in this area have paralleled those designed to promote independent learning. It has been argued that students can hardly be expected to participate effectively in the democratic process after they leave school if they are not permitted meaningful participation in the governance of the school. It is further argued that students will understand social processes and problems only if a component of their education allows them to observe and analyze social conditions firsthand. Problems of promoting student participation in school governance have been discussed earlier in this section, as have attempts to employ community resources for learning. Again, detailed analyses of school evaluations and reports reveal relevant successes and failures. Analysis of these reports, coupled with on-site visits, indicates that many school without walls programs have achieved

their most effective use of community resources in the area of social studies. Neighborhood studies, analyses of penal systems, jobs in public hospital emergency rooms, and participation in political campaigns are reported by students as significant and involving learning experiences, in contrast with some other activities of school without walls programs. This finding is encouraging, since it indicates that any educational program has at its disposal an extremely interesting learning resource, i.e., its neighborhoods, its political systems, its ethnic groups, its social institutions and customs.

6. **Develop specific salable skills, coupled with an understanding of various career possibilities and an ability to work toward attaining a desired career position.** Traditionally, "vocational education" has been provided only for the "noncollege bound," an approach which ignores the fact that virtually everyone will take up a vocation at some point, and that everyone should receive education during his school years relevant to such life pursuits beyond high school. This more comprehensive concept that is being currently developed has been termed "career education." The experience of several experimental schools seeking to implement the career education approach suggests the following principles:

a. Career education should be considered an educational emphasis for all students from K-12. Thus, career education must be seen as part of a comprehensive program, not as a special track.

b. Career education should include options for serious firsthand exploration of a number of careers, an opportunity to understand the general operation of the economic system as it relates to attaining a career position, and an opportunity for specific skill training in one or more vocational areas.

c. Career education can be organized around broad areas (e.g., health occupations, human services, communications) that encompass a great variety of specific jobs. Thus, it appears possible to develop career emphasis programs in secondary schools that do not entail rigid tracking systems which stereotype students and sap their motivation.

d. Career education is most effective when it is built upon the use of community resources. Students working and learning in a secretarial pool, a television studio, or a professor's laboratory report much greater learning about the job in terms of basic skills required and greater understanding of the positive and negative aspects of the work than those who use only school resources. Students are than able to make meaningful choices in the development of their career interests.

While several programs, in cooperation with businesses and other community agencies, have developed effective community-based career education models, important problems have been encountered. Many of these problems stem from the fact that the economic system is not presently

organized to provide meaningful roles for adolescents. Some specific difficulties that have been encountered follow:

a. Students are placed in menial jobs with little educational value.
b. Businesses are reluctant to become involved in a program that might disrupt the primary purposes of their operation.
c. Students are placed in observer roles with no real responsibility.
d. Placements are scarce in times of economic recession.
e. Union work rules and insurance problems limit opportunities for meaningful placements.
f. Students lose interest because they see little chance of obtaining a job in the area in which they are being trained.
g. Students are arbitrarily assigned to training programs in which they have expressed no interest.

These problems are not unique to the career education approach, however. They have been encountered in all types of vocational programs that have sought to make significant use of outside resources. The career education approach seems the most promising means for providing opportunities for students to make meaningful decisions about their careers, based on their own individual interests.

Summary: In reviewing past experience relevant to the educational programs of Network Affiliates, we have tried to emphasize and illustrate two points:

1. Significant changes in educational programs will result primarily from the restructuring of the school as a social institution.
2. To achieve such changes, successful existing programs have moved beyond opposition to traditional education and have created explicit alternative approaches.

Further, we have attempted to indicate:

1. Some of the major directions that have been pursued in developing alternative approaches, particularly at the secondary school level.
2. Some of the problems these alternative approaches have encountered.

Within the limitations of this report, such analysis can accomplish little more than to suggest the complexities that have been confronted in developing educational alternatives. However, an understanding of the types of educational issues with which a Quality Schools Network must deal can indicate further specific policy guidelines for the Network's development.

Principles for Action

1. The educational programs of Affiliates should be based on changes in the social structure of education, dealing with such fundamental characteristics of educational process as the following:
   a. New teacher-learner relationships.

b. Alternative learning modes.

c. New approaches to basic skills.

d. Individualization of instruction in actual practice.

e. New approaches to the management of education.

f. Widespread parent, student, teacher, administrator, and citizen involvement in program planning and implementation.

g. Curriculum based on the analysis of learner needs for the 21st Century.

h. Effective use of the community as a resource for learning.

i. New approaches to counseling.

j. Wider range of adults working with students.

k. Career education implemented as part of the total program.

l. Effective use of past experience to continually develop better ways to meet program goals.

m. Group and personal differences utilized as an educational resource for all students.

n. Development, through practice, of student independence in learning and responsibility in decision-making.

2. Isolated changes in these characteristics of schooling should not be considered adequate. Emphasis must be placed on their integration in a K-12 program.

3. The educational programs of Affiliates should be based on a careful consideration of the successes and failures of past educational experiments. Unless the lessons of this past experience are incorporated into the programs of the Affiliates, the Network will fail.

Recommended Action

To act on the principles cited above and illustrated in the analysis of past experience, the State Agencies initiating the Network must carry out their strong leadership role in two ways. First, they must indicate clearly that Network membership will be contingent on the presentation of evidence that the prospective Affiliate has developed its educational program in light of the "Principles for Action" outlined above. Second, from the time that the Network is initiated, the Technical Assistance Group must carry out an educational program that will aid the prospective Affiliate in planning and implementation consistent with these principles. Some specific recommendations for the activites of the Technical Assistance Group in this connection are described in Section VI.

VI. The Quality Schools Network as a University

The Quality Schools Network must depend on ideas, competence, and commitment from three major sources:

1. The local school district and the diverse group of students, parents, teachers, administrators, and citizens involved in planning

and implementing the Affiliate's program.

2. The Technical Assistance Group (TAG).
3. Additional groups with specialized competencies relevant to the Network's development.

Under the plan presented in this report, the Technical Assistance Group has a key role to play in insuring that local talents and the talents of specialists are employed for maximum benefit to the Network. But the Technical Assistance Group must play more than a motivating and coordinating function. TAG must itself initiate a continuous educational program for Network participants that constantly suggests new directions that can be followed to create effective educational programs in the local Affiliates.

In the **initial development** of the Network, TAG's educational program should be focused on:

1. Clarification of the Quality Schools Network idea for local school districts and other local groups interested in the possibility of participation.
2. Technical assistance to those interested local school districts who receive planning grants to develop a proposal for participation in the Quality Schools Network.
3. Educational programs for the staff members of local Affiliates who become members of the Network, while they are preparing for program operation.
4. On-site assistance to the staff members of local Affiliates in the early stages of program operation.

Past Experience

Past experience pertinent to accomplishing the four objectives listed above deals with two main topics:

1. Approaches to building an effective planning group from a diverse group of individuals.
2. Approaches to preservice and in-service teacher education.

Technical Assistance to Planning Processes: Successful technical assistance programs to structure and strengthen planning processes have already been discussed in Section IV. Several of the characteristics of successful technical assistance justify further emphasis. (1) Successful consultants to planning groups had a specific program designed to increase the group's capacity to make and carry out decisions. All of their specific techniques were clearly related to this goal, rather than stopping at such subgoals as making planners "better listeners" or "more sensitive." (2) Within the structure of their technical assistance program, they were able to make specific changes in response to particular local conditions. (3) They were able to use the real dilemmas and conflicts within the planning group as the basis for carrying out their program. (4) Most important, their work was not a short-term program, but constituted as a long-term commitment.

Most of the technical assistance to planning groups that we have observed (as analyzed above) has been process-oriented. We would argue that the Technical Assistance Group should, in addition, play a strong role in introducing the planning group to substantive educational alternatives for the development of an Affiliate program. To follow up the theme of Section V, the planning group must be introduced to the complexities and problems of various educational approaches that seem to speak to their particular local needs. Without this assistance, it seems predictable that many Affiliates will repeat the fatal mistakes of past innovations. To be successful in providing such assistance, TAG must achieve a delicate balance. They must be able to assist effectively without bossing people around. One group of people that seem to have mastered this art are the "government inspectors" who have been so successful in promoting the growth of the open classroom approach in England.[1] They are described as sympathetic to misgivings about trying new ideas, knowledgeable about very specific details of the open classroom approach down to specific ideas for favorable arrangements of the classroom, and supportive of many individual variations in approach within the educational tradition they have helped develop. They seem to provide a model for the type of technical assistance role we are describing.

Extensive advance preparation by the Technical Assistance Group will be crucial if they are to perform such a role effectively. One aspect of this advance work might be the preparation of detailed case studies of ten to fifteen successful alternative schools representing a range of educational approaches. Such case studies should emphasize the detailed analysis of successful practices, detailed analysis of failures and problems, and documentation of the perceptions of the program by different subgroups of students, parents, and staff members. The basis for developing such case studies currently exists in a number of program evaluations that have emphasized participant observation and detailed case studies of individual students. One particularly promising technique for such documentation is the use of video tape, as it has been employed, for example, by the Media Access Group in Berkeley, California.

Implications of Preservice and In-Service Teacher Education Programs: It is obvious that the widely differing communities in which Affiliates will be established will require individualized approaches to staff development. It is important that the Affiliates have control over funds that will allow them to obtain technical assistance from specialized groups who they feel can help them strengthen their individual programs. TAG should facilitate this process by putting local Affiliates in contact with special groups who might help them.

However, our analysis of existing alternative schools suggests an additional role for TAG in the area of staff development for local Affiliates. Section IV has underlined the need for certain crucial skills that seem to consistently tip the balance between successful and unsuccessful alterna-

[1] J. Featherstone. Schools Where Children Learn. Liveright, 1971.

tive education. Since our analysis was focused on secondary schools, the skill areas listed below can be applied most confidently to the high school level. Our analysis suggests that TAG should carry out a core staff development program dealing with the following areas:

1. Specific alternative processes of teaching.
2. Procedures for group counseling and group leadership.
3. Procedures for cooperative teaching and for decision-making with fellow staff members.

The characteristics of a successful staff development program dealing with such topics is suggested by several preservice and in-service education programs we have visited. When teachers felt strongly that a training program was relevant to their needs, it generally had the following characteristics:

1. The program was school and community based, with supplementary experiences in universities and other contexts.
2. It took the experience and problems of the developing school as its starting point, but worked in a systematic way to build needed skills, knowledge, and attitudes.
3. It was built into the school's ongoing program as an integral part —in conception, in time-scheduling, in compensation for staff, etc.
4. Opportunities to try out and refine new skills and ideas in practice were built into the program structure. For preservice staff, this meant real program responsibility commensurate with the individual's current level of ability. For in-service staff, this meant (among other things) planning time to incorporate new skills and ideas.
5. A reward structure was built into the program that included opportunities to obtain educational credits and degrees from cooperating universities.

North Dakota's large-scale attempt to reeducate teachers (described briefly in Section IV) suggests some characteristics of such a program as it might be carried out through the Technical Assistance Group.

In addition to overall technical assistance initiated by TAG and specific technical assistance obtained by individual Affiliates to meet particular local needs, the Affiliates must learn from each other. The Affiliates must become the type of cooperating league that is envisioned by /I/D/E/A/ (discussed in Section III), in which successes and failures are shared openly and honestly. The crucial role of evaluation in this mutual learning process is discussed in Section VIII.

In summary, the Quality Schools Network should become a kind of university in which staff members see themselves as learners open to assistance from a variety of sources.

Principles for Action

Local Affiliates should participate in educational programs that are

designed as an integral part of the Network's total development. In addition, they should have resources to contract independently for developmental assistance that meets specific local needs.

Recommended Action

1. TAG should concentrate its initial efforts in the four areas listed earlier in this section:
   a. Clarification of the Network idea for local school districts interested in the possibility of participation.
   b. Technical assistance to groups who receive planning grants to develop proposals for participation in the Network.
   c. Staff development for the staff of selected Affiliates as they prepare for program operation.
   d. On-site assistance to staff members in early stages of program operation.
2. In the areas designated above, TAG should provide the following types of programs:
   a. Assistance in the development of an effective planning process.
   b. Clarification of possible educational approaches based on case studies of current programs.
   c. Training in core skills that seem crucial for successful programs, based on past experience.
   d. Technical assistance in solving specific problems.
3. TAG's educational programs should incorporate the characteristics of successful staff development programs now in operation, as outlined earlier in this section.
4. TAG should initiate, in cooperation with interested universities, a master's level program for Network teachers, based on their experience in the local Affiliate.
5. TAG should play a coordinating and communication function that:
   a. Puts Affiliates in contact with groups who can provide specialized assistance desired by particular Affiliates.
   b. Allows Affiliates to share experience.

VII. Impact on Schools Outside the Network

Even if the Network were expanded to a maximum size of 45 Affiliates, each with 2100 students, it would be serving only a tiny fraction of the State's public school population. Significant impact on the education of the average child must result from an impact on schools outside the Network.

Past Experience

The difficulties of dissemination programs as strategies for changing education have been outlined to some extent in Section III. They are well

summarized in two analyses of efforts to change schools: a five-year study carried out by /I/D/E/A/ and an analysis of the Philadelphia school system's efforts to initiate change under the leadership of Superintendent Mark Shedd. Both analyses reach extremely similar conclusions.

> It was commonly assumed, early in the 1960's, that issuing a vast amount of information about innovation would produce it. Experience since has indicated that pamphlets, brochures, seminars, scholarly journals, and books, by themselves, will not produce widespread innovation.[1]
>
> The serious error we have made was to assume that ideas alone will generate and sustain change.[2]

Cited as ineffective change strategies by these studies and by other experienced practitioners are the following: written descriptions of schools including curriculum guides, conferences, committees to study problems and make recommendations, visits to demonstration schools, crash programs in sensitivity and communication often conducted in weekend retreats, lectures, short-term technical assistance, training of teachers in new methods without providing ongoing support, summer institutes, and curriculum packages.

These attempts at impact are circumvented by the resisting social structure of the traditional school system. As Borton notes, with respect to the effects of weekend sensitivity sessions, "When the participants returned to their habitual setting, they quickly reverted to old behaviors."[3]

Examples of successful impact programs are few. Those programs that have introduced changes into conventional schools have generally had the following characteristics:

1. Successes have been based on long-term **personal** interaction between people in the conventional and alternative program.
2. Impact was conceived as an important function of the alternative program, built into its operation and supported by special resources for impact.
3. The alternative program has worked hard to overcome the suspicion of its nature and motives on the part of teachers in the conventional program. The alternative has tried to understand the perspective of the traditional program's staff and has understood their misgivings about change rather than dismissing them as evil or incompetent.
4. A system of mutual support has been developed for staff members within the conventional school who are seeking to change and initiate change.
5. Consultants from the alternative program have been able to sug-

[1] /I/D/E/A/, **Annual Report**, 1970, p. 17.

[2] T. Borton and N. Newberg. "That's Not a Cancer; That's a School System." U.S.O. E., July 30, 1970, p. 1.

[3] T. Borton and N. Newberg op. cit., p. 2.

gest very specific alternative approaches applicable to the immediate concerns of teachers in the conventional program, yet they have not been perceived as bossy or overbearing.

6. The impact program has been concentrated in a few schools. All aspects of those schools have been taken into consideration in developing a plan for change, including the need to enlist administrative support. In several programs, an administrator and several teachers have been trained as a group to initiate changes in their school.

Programs that embody many of these characteristics include the following:

1. Open classroom movement in England. Many people in the United States are currently seeking to implement their approach to change. Attempts in Illinois and North Dakota have been described elsewhere in this document.
2. Affective Education Development Project, Philadelphia, Pennsylvania. Focuses primarily on selected high schools and elementary schools in two districts within the Philadelphia School System. Working simultaneously in the areas of curriculum, teacher training, and organizational structure.
3. Pennsylvania Advancement School, Philadelphia, Pennsylvania. Long-term commitment to selected junior high schools within the Philadelphia School System.
4. Rockford Teacher Demonstration Center, Rockford, Illinois. A good open classroom program was implemented partly for the purpose of teacher training. Teachers from other Rockford schools worked at the Center for a period of time and then returned to their home schools. This program was funded under a Title III grant which recently expired. The classroom program continues.

Principles for Action

Commitment to an Impact Program must be built into the original agreement the local school district makes in joining the Network. This commitment should entail plans for impact consistent with the principles that have proved successful in the past, as outlined above. A major role of the Technical Assistance Group should be to develop detailed approaches to impact and to provide technical assistance to the local school districts in carrying them out.

Recommended Action

1. Responsibility for the Impact Program. The major responsibility for the development of effective Impact Programs rests with the local school district. Districts should work in close conjunction with the Affiliate School and with the Technical Assistance Group to implement an effective program. This responsibility is one of the most crucial commitments the local school district makes upon joining the Network.

2. Scope of the Impact Program. During the first year of operation, each Affiliate should focus its impact work on two schools in the district. For each of the next two years, each Affiliate should work with two additional schools. The total number of impact schools per Affiliate then is six. Based on the estimate that each impact school has 1,000 students, the total number of students involved in the impact schools will be 270,000.
3. Development and Funding of the Impact Program. The planning proposal submitted by the districts must contain initial plans for the development of the Impact Program for that Affiliate. Upon being awarded an Affiliate, each district will receive an additional grant of $8,000 to develop specific plans for its Impact Program. Upon review of this proposal by the Selection and Review Committee, each district will be awarded up to $100,000 a year to implement its program. The programs should be carefully reviewed on a periodic basis by the Selection and Review Committee to determine continued funding.
4. Suggested Techniques for Effective Impact Programs. The following specific approaches have the greatest potential for effective impact.
   a. A significant segment of the Affiliate staff must be made up of teachers with one year or more of service in the local school district.
   b. At the end of each year of operation, a fixed percentage of the Affiliate staff must transfer to conventional schools. These teachers can work as a team in one or more conventional schools.
   c. In-service programs leading to advanced degrees and credits can be offered at the Affiliate for teachers from conventional schools. Such programs should include supervised practical experience in employing new techniques in the conventional setting.
   d. Teacher-consultants trained at the Affiliates can work with teachers in conventional schools.

Analysis of Alternative Approaches

The problem of impact is crucial to the success of the Network. If the Network affects the quality of the education of the students enrolled in the Affiliates, it will affect only four-tenths of one percent of Illinois students. If the Impact Program is successful, then the Network will directly affect 15.5% of Illinois students. That would be a significant impact on Illinois public education.

While no program has been successful in generating the strength of impact envisioned for the Network, it seems clear from past experience that the recommendations presented in this section have the greatest potential. While changes might be made in some of the specifics recom-

mended, the major principles behind our Impact proposals should be implemented.

VII. Approaches to Evaluation

In theory, evaluation of ongoing educational programs is usually seen as vital to program effectiveness. Evaluation is expected to demonstrate which educational programs are effective, to provide new knowledge about educational processes and their relation to program outcomes, and to form the basis for a feedback loop considered crucial by many educational theorists and planners. Evaluation is expected to help teachers and school administrators think more clearly about what they are doing, partly because some evaluation models require staff to specify what they are doing in terms of behavioral objectives and partly because some evaluations provide a mechanism to hold teachers accountable.

In practice, based on the experience of schools we analyzed, evaluation has had almost no effect on the development of experimental programs. Some reasons for this discrepancy between theory and practice are suggested below:

1. The schools that have had evaluation components have almost always been governed by or funded by an agency external to the school. It is usually these outside agencies who have supported the evaluation. Independent alternative schools usually have no evaluation component unless they feel they need one in seeking outside funding. Thus, evaluations have been used as a device to "check up" on experimental programs. This use of evaluation has created widespread mistrust of all evaluation efforts among the staff and students of experimental schools, regardless of the specific evaluation approach employed.
2. Some methods employed in conventional evaluations are seen by program participants either as reflecting too narrow a definition of education (e.g., standard achievement tests); as being of doubtful validity in measuring the outcomes they purport to measure (e.g., paper and pencil tests of self-image); or too unreliable to be used in reaching firm conclusions about a program (e.g., anecdotal testimonials by parents about the program's effect on their children). These limitations increase the tendency to discount the results of evaluation and to use evaluation results primarily as part of the school's public relations or fund-raising strategies.
3. Some researchers have worked in school settings primarily to gather data for a purpose external to the school's program. A researcher intent on developing a psychological theory often plans a program evaluation so that it contributes directly to his theoretical work. This approach excludes program participants from planning the evaluation and results in a limited commitment on their part to its implementation. They perceive (usually accurately) that the evaluation may further the researcher's career, but will be of little value in strengthening the program.

4. When John Bremer, the initiator of the Parkway Program in Philadelphia, was asked why he had not included an evaluation component in Parkway, he commented, "Anything worth evaluating cannot be evaluated, and anything that can be evaluated is not worth evaluating." Many educators, and probably more of them in experimental schools, are philosophically opposed to the systematic collection of data. They argue that the important aspects of education are individual and cannot be generalized. They also argue that constant analysis will be detrimental to the program's organic development.

5. Models for evaluation often concentrate on program outcomes alone. Even if one accepts the results as valid, program participants are left with no understanding of what educational practices brought about a desirable result or what changes should be made in practice to improve results.

6. Evaluations have often relied on a limited range of techniques and designs, overlooking the full range of social science approaches available. Many questions about educational process, for example, can be studied productively using well-developed techniques from anthropology, but anthropological approaches have seldom been employed.

7. Limitations placed on evaluation by school administrators (e.g., regarding access to files, formation of control groups, recording information on controversial subjects) have shackled many attempts at evaluation. This problem sometimes stems from a desire to conceal what is happening in a program; more often, it reflects an accurate judgment by the administrator about the limited utility of the proposed evaluation for the alternative school's development.

The following descriptions of evaluation in the programs we studied will illustrate these points:

ITEM: An alternative school wished to build evaluation into its program. They asked a well-known professor of education to help them. He gave the task to a doctoral student who was very interested in Kohlberg's stages of moral development. The evaluation resulted in a good thesis on Kohlberg's theories, but was irrelevant to the program participants.

ITEM: A school board in a major city decided, over the objections of the Superintendent, to institute a new project in teacher training and curriculum design. The program was well-developed and was to be implemented within a traditional school. The project director secured sufficient federal funds to run an ongoing and thorough evaluation. The program staff saw the main purpose of their work as being to positively affect their students' learning and self-awareness. The evaluator, in spite of objections of the staff, decided that the most important criterion on which to judge the program was its relationship to the rest of the

school system. The evaluator became immersed in the bureaucratic struggles and used her position to secure information for the opponents of the program.

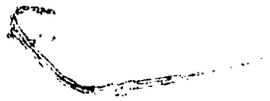
ITEM: A weighty evaluation report was completed on an experimental school. It included pre- and post-differences on many academic achievement measures and on many psychological scales, such as self-concept. The results on some scales were positive and on some scales were negative. The staff of the project found the report irrelevant because they neither accepted the scales as a fair representation of their goals, nor understood the technical presentation of the results. The project director included the positive results, overlooking the negative ones, in a proposal for more money.

In contrast to the majority of evaluation programs, those few that have been of substantial use in the development of alternative schools have had the following characteristics:

1. They have studied all the outcomes in which program participants were interested. Program participants have been involved in the planning, implementation, and analysis of research results.
2. They have studied educational processes that were considered important by program participants and have tried to relate the study of process to the study of outcomes.
3. They have developed procedures for feeding back important information to staff and students quickly enough so that this information can influence decision-making.
4. The evaluation has been an integral part of the alternative program in terms of funding, perceived importance, tie-in with staff development activities, etc.
5. The functions of formative and summative evaluation have been separated, so that feedback of information is not always seen as a final judgment on the program's success or failure.
6. Multiple methodologies have been employed to measure the varied processes and outcomes of interest to program participants. Multiple methods have also been used to study a single outcome or process, thus providing a richer and more convincing perspective on it. The orientation of evaluators has been to find the best way of studying those issues that are important in the program rather than to study those issues that can be conveniently analyzed using conventional evaluation approaches.

Principles for Action

The evaluation program for the Quality Schools Network should be developed using the characteristics of successful evaluations outlined above.



Recommended Action

1. Evaluation should be structured into the program from the outset.
2. The evaluation approach should be divided into two separated complementary components:
   a. A continuous formative evaluation carried out at each Affiliate by the staff of that Affiliate with the aid of the Technical Assistance Group.
   b. A summative evaluation contracted out to independent evaluators that will view the workings of the total Network. This independent evaluation should also be continuous, but with in-depth work every three years.
3. The Technical Assistance Group should develop effective mechanisms for evaluation that can be used within the Network and within local Affiliates. This group should also develop systems to communicate the information from the formative evaluation process at each Affiliate to the other Affiliates.
4. The independent evaluation should be developed as indicated in Section IV and the results used by the Affiliates and by the Selection and Review Committee to recommend changes in the Network and to review Affiliate membership in the Network.
5. The relationship of the Network evaluation to the proposals for statewide assessment should be explored. The Network program might present some excellent opportunities to develop techniques and measures that would have utility to the wider program.

IX. Selection of Students and Affiliates

Our recommendations for the establishment of the processes for the selection of students and Affiliates follow:

Selection of Students

1. Students in the Affiliate should be representative of the total school population of the district or districts involved in terms of social background characteristics and in terms of past success in school. Only by having a representative group of students will the Affiliate be required to deal with many problems and potentials of working effectively with a wide diversity of student interests and skills. An Affiliate will have much greater potential impact if its student body is representative rather than specially selected.
2. Students' enrollment in the Affiliate should be voluntary. Most of the concern regarding pupil transfer results from the fact that the move is compulsory. We have found that programs that are built on voluntary attendance eliminate this opposition. Programs that offer quality education have no problems in filling their enrollments.
3. Students should be actively recruited for the school. The purpose of an active recruitment policy for student applications is to insure that all students in the district are equally informed of the possi-

bility of attending the Affiliate. Often a special group of students (e.g., troublemakers, college bound, potential dropouts, or model students) are encouraged more than other students to enroll in a new program. Since so many new programs are programs for "special students," it is naturally assumed by school administrators and by the public at large that a new program is special. This results in a skewed pool of applicants. The recruitment activities should emphasize that the Affiliate offers a comprehensive program for all students.

4. The technique for selecting students should be a stratified random lottery. Students should be chosen from the pool of voluntary applicants by chance. The lottery should be designed to insure the representative nature of the student body as described above. Specific techniques for this process have been designed and implemented by Metro High School in Chicago and by the World of Inquiry School in Rochester, New York.

Selection of Affiliates

1. Affiliates should be awarded to rural, suburban, and urban school districts in proportion to those districts' representation in the State. While some of the numbers used to calculate projections would seem to rule out rural districts, those numbers must be seen as guidelines. The need for a new educational excellence is as acute in one area as in the other. No guidelines should be construed to rule out the particpation of the full range of educational districts.
2. Districts should enter the Network voluntarily. An Affiliate will not work unless the district is committed by its own choice to participate. The Affiliate will require the initial and continued support of the district in order to succeed and to have an important impact on other schools.
3. The application process should be competitive. Local districts should compete with each other to have an Affiliate awarded to them. This will increase the quality of the proposals and the strength of the commitment of the districts to their proposals.
4. Initiation of proposals should be open to any group in the district. While the districts would be encouraged to initiate proposals, any group in a district, including nonpublic schools and community groups, could initiate proposals. The proposals would be required to meet all criteria for Affiliates. The eventual full support and participation of the local school district would be required in such efforts.
5. Consortiums of districts should be encouraged to apply. In many cases it would make sense for several districts to work together in the preparation of a proposal and in the operation of an Affiliate. The districts could either set up a regional board to represent them in the affairs of the Affiliates, or designate one of the existing

districts as the administrative district for the Affiliate.

6. Districts should be allowed to build an Affiliate program upon an operational program. While we have stressed the importance of a total school program working under an Affiliate Council, an existing program, dedicated to developing new approaches to schooling, could form an excellent base for an Affiliate. Such a proposal should specify the steps that would be taken to develop that school into an Affiliate, consistent with recommended guidelines.
7. The application process should be in two stages (numbers used below are for the first year of operation):
   a. Proposals for Planning Grants. All potential applicants should submit a short (five-page) request for a Planning Grant to the Selection and Review Committee. These proposals should indicate the structure of the planning group to work on the final proposals. Technical assistance in writing the proposal should be given by TAG. Up to ten Planning Grants should be awarded by the Selection and Review Committee on the basis of the proposal and of additional information related to the ability of that group to carry out its proposal.
   b. Final Proposals. Final proposals would be developed by the groups receiving Planning Grants. This planning should be the responsibility of the group which would be the prototype of the Affiliate Council. TAG should provide technical services in the formulation of the proposals. The Selection and Review Committee should select up to six Affiliate Schools from the submitted proposals. Judgments would be based on the proposal and on other information related to that group's establishment of an effective and high-quality Affiliate.
8. The final proposal should present the following plans:
   a. A plan for making satisfactory arrangements between the local school district and the Affiliate Council to insure that the Council will have the power to act within broad guidelines in the following areas:
      —Staff selection.
      —Student selection.
      —Development of the educational program.
      —Determination of social and academic policies for the Affiliate.
      —Disbursal of funds for specified purposes.
   b. Effective plans for the development of an educational program consistent with the guidelines presented in Section V.
   c. An effective plan for the utilization in the educational program of business, cultural, university/college, and community resources available to the Affiliate.

d. A preliminary plan for insuring impact beyond the Affiliate school. Final plans for providing impact should be developed as outlined in Section VII.

e. Workable plans for the development of more satisfying and responsible teacher and student roles in the Affiliate. Plans for involvement of students and teachers in decision-making should be carefully spelled out.

f. An initial plan for an effective and workable formative evaluation.

X. Steps of Development

The following proposed steps for the development of the Network are built on two assumptions about timing. First, that the Office of the Superintendent will decide in January to implement the Quality Schools Network. Second, that basic funding is secured in August 1972.

January 1972

A. OSPI Decision to Establish the Network

B. Preliminary Planning

1. Establishment of the Technical Assistance Group (TAG).
2. Work for support of the Network throughout the State to insure passage of bills in legislature and to arouse interest in local school districts. TAG would coordinate with appropriate staff of OSPI.
3. Work out possible cooperative relationships with Vocational Education Board.
4. Preparation and submission of necessary legislation. Would include a study of The School Code of Illinois to see what legislative revisions or exceptions would be necessary for the Network. Would include an appropriation bill. TAG would work with appropriate OSPI staff members.
5. Preparation and submission of funding proposals to the Experimental Schools Division of the USOE and to foundations. TAG would work with appropriate OSPI staff members.
6. Refinement of plans for the Network.
7. Development of guidelines for proposal submission and selection.
8. "Lobby" for passage of legislation and for funding.

August 1972

C. Funding is Secured

September 1972

D. Local District Proposal Preparation

1. Appointment of Selection and Review Committee (SRC) by OSPI.
2. Distribution of guidelines for proposal preparation to all local school districts.
3. Announcement of competition for Planning Grants. Proposal is to be short and easily prepared.
4. TAG provides assistance to interested districts in the preparation of proposals for Planning Grants.

October 1972

5. Deadline for submission of proposals for Planning Grants.
6. Selection and Review Committee considers proposals.
7. TAG provides help in securing appropriate information to assist the SRC in making judgments.

November 1972

8. Selection and Review Committee awards up to 10 Planning Grants to local school districts.
9. TAG assists selected districts in preparation of Final Proposals.
10. Affiliate Councils begin functioning to prepare proposal. Other Network planning continues during this period.

March 1973

11. Deadline for submission of Final Proposals.
12. SRC considers proposals.
13. TAG assists SRC by locating appropriate information on submitted proposals.

April 1973

14. SRC awards up to six local school districts with Affiliate Schools.

E. Operational Planning

1. Establishment of Affiliate Councils (AC) finalized.
2. Local school districts receive Impact Planning Grant, and planning begins.
3. Workshop for Affiliate Councils implemented by TAG. Network guidelines and goals discussed and explained, including guidelines for staff and student selection.
4. Staff and students selected by AC.
5. Final budget negotiated.

6. Assistance provided to Affiliate planning by TAG.
7. Two-week workshop for staff of each of the Affiliates as initial step in degree program. Workshop managed by TAG. Purpose of workshop is to introduce staff to the goals and guidelines of the Network, to begin planning process, and to work on decision-making skills.
8. Staff and Affiliate Councils plan and develop educational program and make necessary arrangements to assure the efficient and productive opening of the Affiliates. TAG provides technical assistance.

September 1973

F. Six First-Year Affiliates Become Operational

G. Impact Programs of those Schools Begin Functioning

H. Proposal Process Initiated for Second-Year Affiliates

The process of inviting preliminary proposals for Planning Grants, awarding Planning Grants, and awarding Affiliate membership to 4-6 new second-year districts is repeated. The timing is the same as for the first-year schools.

October 1973

I. Establishment of the Network Policy Council

1. Representatives selected by each Affiliate Council from its own membership.
2. Organizational meeting. Executive Board selected.
3. Begin policy decision-making.

November 1973

4. TAG's priorities begin to be made by the Network Policy Council.
5. Development of Network communication and formative evaluation systems by TAG, under direction of the Network Policy Council.

February 1974

J. Final Plans for student expansion of first-year Affiliates in September 1974 reviewed by Network Policy Council

XI. Funding the Network

Most of the people we talked with about the Quality Schools Network believe that some sweeping changes are necessary in current educational practices in Illinois. But when funding was considered, many people shifted to a discussion of how to obtain special funds for additional "innovative" programs without redirecting present resources. The question of how to

redirect current funding practices to more productive ends was rarely considered.

Two recent developments provide the State with an unusual opportunity to find more effective ways of directing funding. First, local school districts will continue to have severe funding problems. Second, the State Educational Agencies will probably have more monies to disperse to the districts in the next decade. The challenge posed is to find ways to maximize the increased role of the State to redirect funding priorities throughout the State Educational Agencies toward the end of stimulating greater educational quality. This effort should not subvert basic local control of the specifics of the educational process.

Past Experience

Poorly conceived funding structures have often greatly impaired the effectiveness of past attempts at educational reform. While the most frequent complaint is that experimental programs are not provided with enough funds, it seems clear, from our analysis of programs designed to produce significant change, that the structure of the funding arrangements is at least as important as the amount of support. Problems with funding structures in the past have included:

1. The full costs of the program are provided by special sources outside the local school district. The district has to make no financial commitment to the program, and often comes to view the program as a nice, but expendable, extra to the regular educational program.
2. The operational costs of the program are in excess of the usual operational costs of the district. This contributes to the idea that new programs are more costly and are only additions to the regular educational operations. Further, the impact of the program is greatly reduced, because it will be argued that any success of the program is due to the extra financial resources available to it. "Give me that money in my school and I could do as well."
3. The funding procedures for the program are inconsistent with the principles of governance of the program. The body that controls the distribution of funds exerts a great deal of influence on the directions of the project. If funding structures are inconsistent with the principles of governance, the funding structure will be dysfunctional to the goals of the program. For example, an experimental program in community governance was undercut because the control of funds for the experiment was completely retained by the original district.
4. Inadequate funds are provided for the crucial components of evaluation, staff development and impact. Because innovation has often been seen as an extra, not enough funding is provided to these components which are crucial to the goal of redirecting educational processes.

5. Funding for experimental programs is often provided on a short-term basis. This results in the program being viewed as a temporary operation, and often results in the breakdown of continuity in program planning.
6. Programs are designed to appeal to the priorities of funding sources and not to deal with the perceived educational needs of the community. The successes and failures of these programs have little impact because they are irrelevant to the problems of the district.

A particular program is often faced with several of these funding problems:

ITEM: An important experiment in decentralization relied primarily on Title III ESEA funds administered through the local school district. After the three years of Title III funding, the district was pleased to disband the project, and claimed that funds were no longer available to support it. While the experiment was to develop effective decentralized decision-making, basic funding decisions were retained by the district, greatly hampering the experiment.

ITEM: An alternative school was funded by a large foundation grant. Each year the school spends a great deal of energy to secure continued funding. It is clear that the foundation will someday drop the program, which creates continued uneasiness about the project's fate. Evaluation was not considered important at the beginning of the project's development. While many educators across the country are interested in implementing parts of the program, convincing evidence is lacking as to the program's successes and failures. This greatly reduces the positive effect of the program on the continued development of new educational practices.

ITEM: A foundation awarded a very generous grant for planning and implementation of a small pilot program. The costs of the program were completely unrealistic in terms of the per pupil expenditure of the local school district. While effective demonstrations of the program's success were provided, the program had no impact.

ITEM: A district designed an effective approach to the total education of one of its communities. That community was directly involved in the planning process. The district applied for outside funds. When funds were not forthcoming, the district was forced to abandon the project and begin looking for another idea that would meet the priorities of a funding agency. The educational needs of its own students as they were perceived by the district and by the community had become secondary to the priorities of the funding agency.

ITEM: A report from /I/D/E/A/ shows that many exemplary programs were operated below the per pupil average:

> Innovation, in other words, did not depend on dollars, it depended on the ingenuity with which a district's dollars were deployed.[1]

Principles for Action

1. The educational program of the Affiliates should operate at the per pupil cost for that district. The local school districts should commit themselves to providing operational costs at their per pupil rate.
2. The State should provide funding for all additional expenditures for:
   a. Start-up costs of the Affiliates.
   b. Continuing Network Services to the Affiliates.
   c. Program for Impact.
3. The funding procedures for the Network should be planned to facilitate the implementation of Network objectives.
4. State funds should be disbursed according to procedures that maximize the effect of the State's investment.
5. Funding for Impact and Continuing Network Services should be provided on a permanent basis.

Recommended Action

1. Guidelines for submission of proposal should require that the local school district will commit itself to providing support for the operation of the Affiliate at the per pupil expenditure of that district. This rate is the total spent by that district, whether funds come from local taxes, State or Federal aid. The State average per pupil expenditure of $935 is used for computations in this report. Local school district costs are discussed in greater detail in Appendix C, Part 1. Funds from the local school districts would represent 92% of the total required funds for the Network when the Network is fully established.
2. The State should commit itself to providing all additional costs, which would amount to 8% of the total Network costs when the Network is fully established. The State could secure these funds from a variety of sources which are described in Point 6 below. The State costs should be considered in three categories:
   a. Start-up Costs for the Affiliates. These costs are incurred only once for each of the Affiliates. They include initial planning grants to the local school districts, staff planning, preliminary staff development, capital equipment and other one-time costs incurred by the local school district in the establishment of

[1] /I/D/E/A/ Reporter, 1971.

the Affiliate. These costs are described more fully in Appendix C, Part 2. Start-up costs for each Affiliate will average $19.07 per pupil for each year of the three year Start-up Phase for an Affiliate. Per pupil costs are based on the total number of students enrolled in Network schools which include the Affiliates and the Impact schools.

b. Continuing Network Services. Costs in this category include the costs of the Technical Assistance Group, the Selection and Review Committee, the Network Policy Council, the local Affiliate Councils, and the Independent Evaluation. These costs are described more fully in Appendix C, Part 3. These costs increase during the Start-up Phase and stabilize when the Network is fully established. The annual costs for Continuing Network Services, when the Network is fully established, will total $6.89 for each student enrolled in Network schools. During the Start-up Phase the costs will be less.

c. Program for Impact. The costs for the implementation of the Impact program remain constant for each Affiliate in the Network in all phases of the program. Thus, they increase proportionately as the numbers of Affiliates increase. These costs are described in more detail in Appendix C, Part 4. When the Network is fully established with 45 Affiliates, Program for Impact costs will total $12.35 for each student enrolled in Network schools.

Summary of Additional Costs. Beyond the per pupil costs provided by the local school districts, which will not change local expenditure levels, the Network will incur some additional costs for Start-up of the Affiliates, for Continuing Network Services to the Affiliates, and for the Impact Program. All of these additional costs should be provided for by the State. The State should secure funds to meet these costs from several sources. Further detail of these costs are prescribed in Appendix D. These costs, as can be seen in the summary table below, are modest.

Table I

Summary of Additional State Per Pupil Costs

	Start-up Phase of the Network	Fully Established Phase of the Network
Start-up Costs	$19.07 per pupil	$ 0.00 per pupil
Continuing Services Costs	6.89	6.89
Impact Program Costs	12.35	12.35
Total Additional Costs	$38.31	$19.24

Notes:

1. The above costs are based on the total number of students enrolled in the Network.
2. Start-up Costs are the average for each year of the three year start-up period for each Affiliate.

3. The funding structure should maximize the benefit of each State dollar invested in the Network. Due to the particular combination of State and local school district funding proposed for the Network, the State dollar has a great deal of effect in terms of the local school districts' dollars that are redirected toward increased quality education. As can be seen in Table II below, State dollars increase in their effect during the Start-up Phase, until they stabilize at $12.69 when the Network is fully established in 1984. When the Network is fully established, this ratio of State to local district dollars will remain constant.

Table II

Comparison of State and Local School District Network Dollars

Fiscal Year	State Dollar	Local School District Dollar Redirected
1972	$1.00	$ 0.00
1974	1.00	0.90
1976	1.00	2.00
1978	1.00	3.02
1980	1.00	6.92
1982	1.00	11.32
1984	1.00	12.69

4. The funding structure should provide greater equalization of per pupil expenditures across the State. Due to the negotiated nature of many of the major State financial contributions, local school district variations would be taken into account and greater equalization would result.

5. The funding structures of the Network should facilitate the implementation of Network objectives. The proposed funding plan presented in Appendix C illustrates one way in which this principle can be put into action.

6. State funds for the Network should be secured from several sources. We have identified the following potential sources for State funding:

   a. OSPI. Currently available funds might be deployed to begin the initial work of establishing the Network, e.g., preparing legislation and proposals for funding. Since the Network provides an effective framework for implementation of several of OSPI's program objectives, some of the program funding, for example in adult education, might later be directed toward fulfilling

program priorities within the Network framework. Part of the funding for the Technical Assistance Group could be accomplished by reassigning available funds to this purpose. Decisions regarding the redirection of OSPI program funds would have to be based on the OSPI's staff judgment as to the value of the Network for fulfilling their program priorities. Further, some portion of the planning for new programs such as the Department of Urban Education, and the development of statewide assessment and accountability programs could also be placed in the framework of the Network.

b. Board of Vocational Education. Due to the increased interest in strengthening vocational education, considerable new State and Federal monies are available in this area. As indicated in Section V, most policy makers in vocational education believe that career education provides the best conceptual framework for program improvement. The Network is an excellent opportunity to put many of the key concepts of career education into practice. The commitment of the Vocational Education policy makers to the Network is contingent on the amount of support given to the Network from OSPI and on their becoming convinced that the Network will be an effective vehicle for realizing their objectives. Several have expressed considerable interest in the Network. The staff of the Vocational Board and the Governor's Advisory Council on Vocational Education should be kept apprised of the development of the Network with the purpose of involving them directly in the implementation at an appropriate time.

c. The Illinois Legislature. The Legislature is the single most important source of continuous, long range funding. The response we have received from members of the Legislature indicates that support is available for an educational program that maximizes the State educational dollar, provides help to local school districts, and provides for effective measurement of results. The Network idea should receive support. Several approaches can be made to the Legislature:

   —A special bill requiring a separate appropriation for the Network. This bill could deal with the modifications or exceptions that will be required in The School Code of Illinois, as well as with the act of establishing the statewide Network.

   —Line items in the OSPI Appropriation Bill.

   —A component of the General Aid Formula.

   In any case, the eventual support of the Legislature is vital to the success of the Network.

d. The United States Office of Education. A possible source of funds within the Federal Office is the Experimental Schools

Division, headed by Dr. Robert Binswanger. In our discussions with Dr. Binswanger he indicated he would be interested in considering a State plan for experimental schools provided that the plan was bold and had a large potential impact on schools in the State. Another possible source of funding for some parts of the Network might be State and Federal discretionary funds of Title III ESEA. Perhaps the most productive use of Federal funds would be to support the basic Network functions for the first few years. This support might be shared by State and Federal sources.

7. The Network should be funded as a total package. While the sources of funding should be multiple, this does not imply that the program should be funded on a piecemeal basis. Many programs have failed because they started in a half-baked manner, having received only a portion of the funds necessary to make them work. While it is not necessary to begin in exactly the way and with the number we have indicated as optimum, careful consideration should be given to the need of providing sufficient support and impact to any beginnings of the Network.

Analysis of Alternative Approaches

If insufficient funds are available to start the Network with six Affiliates, the possibility of starting with fewer than six might be considered. The dangers of this limited approach might be mitigated if a detailed plan is developed to indicate how the Network would expand to the scale suggested in this study. As mentioned in Point 7 above, any start must include the type of comprehensive staff development, technical assistance evaluation, and other support we have advocated, to insure that mistakes made in the past will not be repeated. If we are going to be effective in promoting useful educational change, it is time we learned from the experience of others so that we can at least make new mistakes.

XII. Potential Human Resources

Most of this report has focused on the possible structure of a Quality Schools Network. However, structures are obviously meaningless unless the Network can evoke the active participation of people with imagination, courage, and experience. Through our interviews and discussions with people in Illinois representing a wide variety of educational perspectives and experiences, it became increasingly obvious that the human talents and experience necessary to make the Network a viable approach to the renewal of education exist throughout the State. Furthermore, because of the demonstrated interest in and support for the general concept of a Quality Schools Network we have encountered, we feel confident that widespread participation in the development of the Network will be forthcoming.

While this study was not at all designed to provide a catalogue of the human resources in the State that might be concentrated on the development of the Network, we would like to point out a few of the many sources

of the type of commitment and expertise that could make the Network a reality:

1. Local School District Superintendents. We spoke with a number of superintendents who were already actively supporting programs consistent with the conception of a Quality Schools Network. While some superintendents were skeptical of yet another round of "innovating" initiated by an outside agency, this skepticism seemed well-founded when one considers the high percentage of failures that such innovation has produced in the past. On the basis of preliminary discussions, we feel that a significant number of school superintendents will support the Network concept and an application for membership by their school district — once they understand the Network's attempt to avoid past failures in innovation, its checks and balances, and its potential benefits for their districts.
2. Exemplary School Programs That Already Exist in the State. As reflected throughout this report, Illinois has many exemplary alternative schools that are as good as any in the country. These schools can serve as learning sites for Affiliate Councils and for Affiliate teachers. Staff members from these existing programs can provide technical assistance for developing Affiliates. It is also possible that these existing schools (whether they are presently public or private) could become part of an Affiliate as described in Section IX, and bring the benefit of their experience directly into the Network.
3. Teachers. We have met many skilled teachers both in conventional and in alternative programs whose individual effectiveness would be greatly magnified if they were working in a setting that supported their efforts. Many of these individuals currently leave teaching, "burned out" after a few years of trying to produce changes in relative isolation. Many teachers feel they are currently powerless in making the decisions that affect their ability to teach effectively. They would welcome the greater responsiblity for decision-making, and support for their efforts the Network could provide.
4. Students. The testimony offered by students at the recent hearings and Illinois Conference on Education underscores the thoughtful and articulate response by many students to the present state of education. Further, the rapidly rising popularity of educational alternatives in the State reflects the willingness of students to try new directions.
5. Concerned Citizens. The diversity and the energy of citizens' groups concerned about education was clearly reflected in the widespread response to the hearings and Conference. Many of these groups would perceive themselves to be opposed to each other. However, in the analysis of their testimony, and in talking with them directly, we found many areas of substantive agreement and

a general willingness to pursue **some** alternative to present educational practice. We feel strongly that the areas of agreement among many of these groups would emerge clearly through involvement in the development of specific and comprehensive programs as suggested for the Network. Further, the emphasis of the Network on local citizen involvement in planning will allow groups concerned about education to help develop an Affiliate that is responsive to their local priorities.

6. Additional Citizens with Special Talents. Many people with special talents and expertise who are not full-time educators are currently helping to plan and carry out new approaches to education in the State. Their activities suggest the potential contribution to the Network's planning and operation that can be made by machinists, artists, lawyers, business people, and hundreds of other categories of individuals whose talents have not in the past been productively used by the public education system.
7. OSPI and Vocational Education Board Staffs. As we have indicated earlier, we feel strongly that the Quality Schools Network provides a specific approach that will help to achieve many desired goals of both agencies. If this observation is correct, the substantial expertise represented by these agencies will be a vital factor in the success of the Network.
8. Laboratory Schools. Laboratory Schools within the State have developed many effective alternatives to current educational practice. These schools could use this expertise to great advantage in helping to initiate interest in and becoming part of a local Affiliate.
9. Universities. Expertise concerning all aspects of education abound in the State's universities, and the universities seem to be seeking new avenues for relating to the public schools now that the problem of producing a sufficient number of teachers has been solved. Among the many areas in which universities could offer tested alternatives for the Network is that of preservice and in-service teacher education (e.g., the CPUTE Program at the University of Illinois, Chicago Circle; the Tutorial and Clinical Program at Northwestern; and the currently developing teacher education programs at Sangamon State and Governor's State).

Appendix A
Sources of Information

1. People Interviewed

The recommendations in this study were formulated from conversations with many people concerned about education in Illinois. While their contributions greatly enhanced this report, Center for New Schools assumes complete responsibility for it. The following people participated in the study. While we found general strong support and interest in the Network idea, the inclusion of a person on this list implies neither endorsement nor opposition to the recommendations made in this report. Not included on this list are the many students and teachers we talked with at the schools we visited.

Paul Adorno, Director
School for Human Services
Philadelphia, Pennsylvania

Jo Ann Anderson, Principal
Rockford Teachers Development Center & Demonstration School
Rockford, Illinois

Michael J. Bakalis, Superintendent of Public Instruction
State of Illinois

Armin Beck, Professor of Education
College of Education
University of Illinois, Chicago Circle
Chicago, Illinois

William Becker, Assistant Superintendent
Department of Office Support Services
OSPI
Springfield, Illinois

Robert Bergman
Director of Special Projects
Elgin Public Schools
Elgin, Illinois

Vito Bianco, Assistant Superintendent
Department of Professional Relations and Services
OSPI
Springfield, Illinois

Robert Binswanger, Director
Experimental Schools Division
United States Office of Education
Washington, D.C.

Nathaniel Blackman, Principal
Chicago Public High School for Metropolitan Studies
Chicago, Illinois

Bettye Cam, Director
Counseling Education Program
Antioch-Putney Graduate School
Philadelphia, Pennsylvania

David Carey, Assistant Superintendent
State Relations
OSPI
Springfield, Illinois

John Carvey, Special Assistant to the Commissioner of Education
Boston, Massachusetts

B.J. Chandler, Dean
School of Education
Northwestern University
Evanston, Illinois

William Chapman, Executive Director
Educational Confederation of Metropolitan St. Louis
St. Louis, Missouri

Ann Charters, Supervisor
Legislative Research
OSPI
Chicago, Illinois

Peter Coffin, Chairman
State Task Force on Open Campus
Boston, Massachusetts

Peter Cove, Program Associate
New World Foundation
New York, New York

Jerry Curl, Dean
Professional and Applied Studies
Sangamon State University
Springfield, Illinois

Thomas Dahlfors, Director
Model School Project
Elgin, Illinois

Donald Eslick, Associate Superintendent
Division of Governmental Relations
OSPI
Springfield, Illinois

Barbara Feinberg, Executive Associate
Carnegie Foundation
New York, New York

Offie Franklin, Director
Massachusetts Experimental School System
Boston, Massachusetts

Barbara Gardner, Director
Homebase School
Watertown, Massachusetts

George C. Giles, Jr.
Assistant Dean, College of Education
University of Illinois, Chicago Circle
Chicago, Illinois

Gerald Glynn, Director
New City School
St. Louis, Missouri

Patricia Goins, Principal
School Without Walls
Washington, D.C.

Wendy Gollub, Research Director
Affective Education Development Program
Philadelphia, Pennsylvania

Anthony Gregorc, Principal
University High School
Urbana, Illinois

George Grimes, Director of Student Teaching
Northeastern Illinois University
Chicago, Illinois

Roderick T. Groves, Director
Higher and Continuing Education
OSPI
Springfield, Illinois

Charles Hempstead, Assistant Superintendent
Department of Research and Statistics
OSPI
Springfield, Illinois

Joseph D. Hoffman
Director of Development
Better Boys Foundation
Chicago, Illinois

Roger Irving, Associate Superintendent
Division of Business Affairs
OSPI
Springfield, Illinois

David M. Jackson, Associate Superintendent
Division of Research, Planning & Development
OSPI
Springfield, Illinois

E. Erie Jones
Budget Analyst
Bureau of the Budget
State of Illinois
Chicago, Illinois

Robert Johnson, Director
Olitunji Center
East St. Louis, Illinois

Morris Keeton
Academic Vice President
Antioch College
Columbus, Maryland

Darrell Kelley, Project Director
Project Capital
Springfield, Illinois

A. Donn Kesselheim
Professor of Educational
Administration
University of Massachusetts
Amherst, Massachusetts

Eliezer Krumbein
Professor of Education
College of Education
University of Illinois,
Chicago Circle
Chicago, Illinois

Ralph H. Lataille, Coordinator
Federal Programs
Rhode Island Department of
Education
Providence, Rhode Island

Levi Lathen, Assistant
Superintendent
Department of Media Programming
OSPI
Springfield, Illinois

Michael Lawler, Director
Group School, Inc.
Cambridge, Massachusetts

Lynn Lehman
Member, Board of Education
District #97
Oak Park, Illinois

Charles A. Martin
Assistant Professor of Education
College of Education
University of Illinois,
Chicago Circle
Chicago, Illinois

Charles McCuen, Assistant
Superintendent
Special Projects
OSPI
Springfield, Illinois

Roy McDermott, Assistant
Director
Vocational and Technical Education
OSPI
Springfield, Illinois

Althea Merchant
Community Board Member of
Cambridge/Brookline
Experimental School Project
Cambridge, Massachusetts

Van Miller
Professor of Education
University of Illinois
Champaign, Illinois

Frederick Mosher, Executive
Associate
Carnegie Foundation
New York, New York

Eugene Mulcahy, Principal
Shanti School
Hartford, Connecticut

Calsue Murray
St. Mary's High School
Chicago, Illinois

Frank Nardine
Associate Professor of Education
College of Education
Washington, University
St. Louis, Missouri

Mary Nelson, Program Developer
CAM Academy
Chicago, Illinois

Norman Newberg, Director
Affective Education Development Program
Philadelphia, Pennsylvania

Samuel Nicholas
Assistant Superintendent
Elgin Public Schools
Elgin, Illinois

Dennis O'Brien, Director
LOGOS
St. Louis, Missouri

Thomas Olson, Assistant Superintendent
Department of Planning and Development
OSPI
Springfield, Illinois

Larry Paris, Director
Alternative Learning Project
Providence, Rhode Island

Earl Patton
Superintendent of Schools
Springfield, Illinois

Nancy Phillippi, Executive Director
Citizens School Committee
Chicago, Illinois

Joan Pope
Member, Board of Education
District #97
Oak Park, Illinois

Gene Schwilk, Vice President
Danforth Foundation
St. Louis, Missouri

Vale Scott
Member, Council for Open Education
Oak Park, Illinois

Arlene Silberman
Author and Critic of Education
New York, New York

Charles Silberman
Author and Critic of Education
New York, New York

Emmett Slingsby, Assistant Superintendent
Department of Federal Relations
OSPI
Springfield, Illinois

Marshall Smith
Senior Research Associate
Center for Educational Policy Research
Harvard University
Cambridge, Massachusetts

Sonia Smith
Staff Member
Urban League of Madison and St. Clair Counties
East St. Louis, Illinois

Gus Stevens, Professor of Education
Sangamon State University
Springfield, Illinois

Edward Stormer
University Professor
Governor's State University
Park Forest, Illinois

Lisa Strick, Administrative Assistant
Parkways Project
Philadelphia, Pennsylvania

Michael Stramaglia, Assistant Superintendent
Department of Elementary & Secondary Education
OSPI
Springfield, Illinois

Charles Thomas
Assistant Superintendent for the
Chicago Regional Office
OSPI
Chicago, Illinois

Donald E. Truitt, Vice President
Arthur Robloff and Company
Chicago, Illinois

Arthur Underwood
Professor of Education
Sangamon State University
Springfield, Illinois

Benjamin Williams, Director
Institute for Program
Development for Equal
Educational Opportunity
National College of Education
Evanston, Illinois

Saul M. Yanofsky
Director of Research
and Planning
Pennsylvania Advancement School
Philadelphia, Pennsylvania

2. Illinois Educational Organizations

We informed the following statewide education organizations about the study. Several responded with suggestions which we have attempted to include in the recommendations. While there was general strong support and interest in the Network idea, the inclusion of an organization on this list implies neither endorsement nor opposition to the recommendations made in this report.

Association of Teacher Education
Illinois Advisory Council on Vocational Education
Illinois Association for Supervision and Curriculum Development
Illinois Association of Community and Junior Colleges
Illinois Association of School Boards
Illinois Association of School, College and University Staffing
Illinois Association of Secondary School Principals
Illinois Association of Superintendents of Educational Service Regions
Illinois Citizens Education Council
Illinois Congress of Parent and Teachers
Illinois Council for Educational Research and Development
Illinois Education Association
Illinois Elementary School Association
Illinois Elementary School Principals Association
Illinois Federation of Teachers
Illinois Guidance Personnel Association
Illinois High School Association
Illinois Junior High School Principals Association
Illinois State Committee, North Central Association of Colleges
and Secondary Schools
School Problems Commission
Student Illinois Education Association

3. Demonstration, Alternative and Experimental School Projects

This study was built upon an analysis of detailed information about the educational programs of the following demonstration, alternative or

experimental school projects. An asterisk (*) indicates a site visit to the school or an interview with a member of the staff about this activity.

*Adams-Morgan School
Washington, D.C.

*Affective Education Development Program
Philadelphia, Pennsylvania

*Alternative Learning Project
Providence, Rhode Island

*Alternative Schools Project
Elkin Park, Pennsylvania

Argo Community High School
Summit, Illinois

*The Athenian Urban Center
San Francisco, California

*Banneker Elementary School
Gary, Indiana

*Bay High School
Berkeley, California

Berkeley Community High School
Berkeley, California

*Cabrini-Green Alternative High School
Chicago, Illinois

*CAM Academy
Chicago, Illinois

*Career Study Center
St. Paul, Minnesota

Children's School
Burlington, Vermont

The City as a School Project
Denver, Colorado

CITY Campus
Cambridge/Brookline, Massachusetts

Cleveland Urban Learning Community
Cleveland, Ohio

*Disney Magnet School
Chicago, Illinois

East Harlem Block School
New York, New York

*Educational Confederation of Metropolitan St. Louis
St. Louis, Missouri

*Farragut Outpost
Chicago, Illinois

*Freedom High School
Albuquerque, New Mexico

*Group School, Inc.
Cambridge, Massachusetts

High School in the Community
New Haven, Connecticut

*Holy Family School
Chicago, Illinois

*Home Base School
Watertown, Massachusetts

*Individually Guided Instruction Program
/I/D/E/A/
Dayton, Ohio

*John Adams High School
Portland, Oregon

*Laketown Elementary School
Springfield, Illinois

*Lakeview High School
Decatur, Illinois

*LOGOS: An Urban School
St. Louis, Missouri

*Magnet Schools Program
Baltimore, Maryland

*Martin Luther King Lab School
Evanston, Illinois

*Massachusetts Experimental School System
Boston, Massachusetts

Meadowbrook Junior High School
Newton, Massachusetts

*Metro High School
Chicago, Illinois

The Metropolitan School of Columbus
Columbus, Ohio

*Model School Program
Elgin, Illinois

*Murray Road School
Newton, Massachusetts

*National Alternative Schools Program
Amherst, Massachusetts

*National Postal Street Academies
Washington, D.C.

*New City School
St. Louis, Missouri

*New Gary Program
Gary, Indiana

*New Morning - A Community School
Cincinnati, Ohio

New School for Behavioral Sciences in Education
University of North Dakota
Grand Forks, North Dakota

*New School for Children
Boston, Massachusetts

*Oak Park-River Forest Experimental Program
Oak Park, Illinois

*Open Campus Program
Boston, Massachusetts

*The Open School
St. Paul, Minnesota

Opportunity High School
San Francisco, California

*Parkway Program
Philadelphia, Pennsylvania

*Pennsylvania Advancement School
Philadelphia, Pennsylvania

*Pilot School
Cambridge, Massachusetts

*Project Capital
Springfield, Illinois

*St. Mary's Center for Learning
Chicago, Illinois

St. Pius School
Chicago, Illinois

*St. Teresa Academy
East St. Louis, Illinois

*School for Human Services
Philadelphia, Pennsylvania

*School Without Walls
New Orleans, Louisiana

*School Without Walls
Washington, D.C.

*Shanti School
Hartford, Connecticut

*Southeast Alternative Schools Project
Minneapolis, Minnesota

*South Shore Co-operative School No. 3
Chicago, Illinois

*Street Academies
New York, New York

The SUSSNA Program for Multi-Culture Education
San Francisco, California

*Teacher Development Center
and Demonstration School
Rockford, Illinois

*University of Illinois Lab School
Champaign, Illinois

Unschool of New Haven
New Haven, Connecticut

*Woodlawn Experimental Schools
Project
Chicago, Illinois

*World of Inquiry School
Rochester, New York

Appendix B
Projection of Numbers of Affiliates and Students

1. Assumptions

The following assumptions were made to calculate the projection. Specific numbers should not be construed as definite recommendations. For example, the number of students to be enrolled in an Affiliate and the number of inpact schools for an Affiliate must reflect the realities of a local situation and should be negotiated in each specific case between the State Agencies and the local school district.

a. Network starts with six Affiliates.

b. Each year new Affiliates will be established at the following rate:

Year of Network Operation	Number of New Affiliates	Total Affiliates
1st	6	6
2nd	4	10
3rd	5	15
4th	8	23
5th	10	33
6th	12	45

c. Each Affiliate initially enrolls 600 students.

d. Each Affiliate increases its student enrollment by 300 students each year of operation for five years, stabilizing at an enrollment of 2,100 students.

e. Each Affiliate will eventually have impact on six additional schools in the district or districts involved:

Year of Affiliate's Operation	New Impact Schools	Total Impact Schools
1st	2	2
2nd	2	4
3rd	2	6

The population of each impact school is estimated at 1,000 students for the purpose of the following Tables.

2. Numbers of Affiliates in the Network

Year of Network Operation	Number of Affiliates	Number of Impact Schools	Total Schools Involved
1	6	12	18
2	10	32	42
3	15	62	77
4	23	96	119
5	33	142	175
6	45	202	247
7	45	246	291
8	45	270	315

3. Number of Students Involved in the Network

Year of Network Operation	Number of Students in Affiliates	Number of Students in Impact Schools	Total Students Involved in Network
1	3,600	12,000	15,600
2	7,800	32,000	39,800
3	13,800	62,000	75,800
4	23,100	96,000	119,100
5	36,000	142,000	178,000
6	53,100	202,000	255,100
7	64,800	246,000	310,800
8	75,300	270,000	345,300
9	84,300	270,000	345,300
10	90,900	270,000	360,900
11	94,500	270,000	364,500

364,500 students is 15.5% of all Illinois public school students.

Appendix C
Funding Plan for the Network

This plan, drawn up in considerable detail, is designed to illustrate one way in which the recommended principles for funding presented in Section XI could be implemented. The plan is built upon the time schedule outlined in Section X. The estimated costs of the Network, presented in this report, are based on this plan.

Part 1.00 Operational Costs of the Affiliates

These costs will be met by the local school district. The Affiliates will operate at and be funded at the rate of the local per pupil costs. While this amount varies from district to district, the Illinois average per pupil cost for 1969-1970 for grades K-12 of $935 is used for the estimated figures in this report.

Part 2.00 Start-up Costs for the Affiliates

These costs are onetime costs associated with the starting of an Affiliate. They include planning grants, preliminary staff planning and development, capital equipment and other preliminary start-up costs incurred by the local school district. The State should provide all of these costs. When the Network is fully established, no funds will be required in this category.

2.01 Initial Planning Grants

These grants of $10,000 will be awarded to the local school districts by the Selection and Review Committee based on their initial proposals. When a district receives a grant, it will establish a planning group which will have spending discretion within agreed upon guidelines.

Number of Planning Grants

Year of Network Operation	Number of New Affiliates To be Chosen	Number of Planning Grants
1	6	10
2	4	10
3	5	10
4	8	13
5	10	17
6	12	20

2.02 Impact Planning

When an Affiliate is awarded to a local school district, that district will receive from the State funding agency a planning grant to further develop plans for impact. The district will have the discretion to spend the money, but must

work closely with and have the support of the Affiliate Council. Each grant will be $8,000.

2.03 Affiliate Staff Planning and Development

This money will be awarded by the funding agency to the local school district. The Affiliate Council should control the expenditure of these funds under the guidelines established between the Council and the district. TAG services would be contracted for between TAG and the Local Affiliate Council. The period of staff planning and training will be four months.

Costs for Staff Planning and Training for One Affiliate

Salaries for Affiliate Teaching and Administrative Staff		$110,400
Services Provided by TAG		10,000
Local Consultants		8,000
Other Operational Costs for the Period		35,000
	Total	$163,400

2.04 Capital Equipment

Money for the onetime purchase of capital equipment should be provided by the State directly to the local school district to be spent as the district and Local Affiliate Council agree. While the amount for capital equipment should be negotiated for each district, we have estimated it here at $30,000 per Affiliate.

2.05 Other Preliminary Start-up Costs

While the Affiliate will operate at the per pupil costs of the local school district, the district will incur additional expenses during the first years of operations as it makes necessary internal adjustments to the financing of the Affiliate. These funds should be supplied directly to the local school district from the State funding agency to be spent on the actual costs incurred by the district for the Affiliate. Costs are based on the State average per pupil costs of $935. While these costs will be negotiated district by district, the maximum State allocation in terms of per pupil costs follows:

Maximum State Funding for Preliminary Start-up Costs

Year of Affiliate Operation	Number of Students	Maximum Percentage of Support	Maximum State Contribution
1	600	20%	$112,200
2	900	10%	84,150
3	1200	5%	56,100
4	1500	0%	-0-

Part 3.00 Continuing Network Services

The continuing services of the Network to the Affiliates are crucial to the success of the Network. These include the costs for the Technical Assistance Group, the governing groups, and the independent evaluation. These costs should be borne entirely by the State, and should be allocated directly to each group. The specific funding responsibilities for each group are described below. These costs gradually increase during the Start-up Phase and stabilize when the Network is fully established.

3.01 The Technical Assistance Group

During FY 1972, this group should complete the planning, develop guidelines for the selection process, secure federal and other funds, develop appropriate legislation, and generate statewide support for the Network concept. While some of this work might be contracted out, and while some of it might be absorbed by current OSPI staff members, TAG will require the equivalent of ten full-time positions. Since only six months are left in this fiscal year, this is equal to five man years of effort. TAG will have no formal responsibility for the disbursement of funds in the Network. For the budget estimates provided in this report, TAG salaries have been computed at $15,000 annually. Associated costs for TAG have been computed at 60% of salaries, which is consistent with current OSPI budgeting.

From FY 1973 on, the TAG staff of ten positions should be supplemented by one additional position for every Affiliate in operation or being planned. Associated costs are computed at 75% of salaries to cover the great amount of required travel time and the costs associated with the continuing staff development, evaluation, and Network communication programs.

3.02 The Selection and Review Committee

Funds for this committee should be appropriated to it by the State. Basic funding decisions are a key part of the responsibilities of this committee. These decisions will include what districts receive planning grants, which districts are awarded Affiliates, and how much of the several negotiable funds are allocated to each district.

Costs for the committee are estimated on the basis of a single monthly meeting of two days in FY 1973. Due to the growth of the Network, the monthly meetings are extended to three days from FY 1974.

Monthly Costs of the Selection and Review Committee

	FY 1973	FY 1974 and Beyond
Honoraria ($100 per day for each of the seven members)	$1,400	$2,100
Travel and per diem expenses	875	1,050
Secretarial costs	600	880
Monthly Totals:	$2,875	$3,950

3.03 The Affiliate Councils

The Affiliate Councils will have control of funds spent on the Affiliate by the State and local school district within guidelines established between the local district and the Council. The Affiliate Councils will have secretarial, travel, and other expenses associated with their work. Members of the Council who do not draw their full salaries from the Affiliate or the district should receive compensation for meetings attended. The estimated monthly cost for each Council is $1,500.

3.04 The Network Policy Council

The Network Policy Council will be composed of at least one representative from each of the Affiliate Councils. The Council will start with a minimum of 20 members and expand to a total of 45 members as the Network grows. The Network Policy Council will have some control over general Network funding, primarily by establishing guidelines for TAG. The Council will have the responsibility to make funding recommendations to funding agencies. The Council will hold jointly with the Selection and Review Committee the responsibility to select the Independent Evaluators.

Monthly Costs of the Network Policy Council (20 Members)

Honoraria	$1,500
Travel and per diem expenses	1,870
Secretarial and other costs	2,000
	$5,370

Each additional member of the Council will increase costs by $200 per month.

3.05 Independent Evaluators

This evaluation should be completed under contract. The

contractors should have no funding powers. The estimated costs are $200,000 for the intensive third-year evaluation and $50,000 per year for the two years between the major evaluations.

Part 4.00 Program for Impact

Upon acceptance of the district's Impact proposal, the district will be awarded by the Selection and Review Committee a grant of up to $100,000 for its implementation. The program will be reviewed periodically by the Selection and Review Committee within specific guidelines as a basis for renewal of the grant.

Appendix D
Notes on Costs and Funding

Note 1. Some of the per pupil costs presented in Section XI can be broken down further, based on the Funding Plan presented in Appendix C. The following Table presents all of the cost categories of the proposed Funding Plan. All cost figures are estimates. The number of students used to calculate these estimates are the total number of students involved in both the Affiliate and Impact schools when the Network is fully established. This is 8,100 pupils per Affiliate as projected in Appendix B. The one exception to the use of this total is for the operational costs provided by the local school district. In this single instance the total number of students enrolled in just the Affiliate is used. This number is 2,100 pupils.

1.00 Operational Costs of the Affiliates		$935.00 per pupil per year
2.00 Start-up Costs for the Affiliates		19.07 per pupil for each of the first three years of an Affiliate's operation
2.01 Initial Planning Grant	$ .41	
2.02 Impact Planning	.33	
2.03 Affiliate Staff Planning and Development	0.71	
2.04 Capital Equipment	1.23	
2.05 Other Preliminary Start-up Costs	10.39	
3.00 Continuing Network Services		6.89 per pupil per year when Network is fully established
3.01 Technical Assistance Group	$ 3.96	
3.02 Selection and Review Committee	.13	
3.03 Affiliate Councils	2.22	
3.04 Network Policy Council	.31	
3.05 Independent Evaluation	.27	
4.00 Program for Impact		12.35 per pupil when Network is fully established

Note 2. Summary of the Allocation and Receipt of Funds

Funding Category	Allocating Group	Recipient Group	Amount
Operational Costs*	Local School District	Affiliate**	$935.00
Start-up Costs	State	Local School District	19.07
Continuing Network Services	State	Various Support Agencies	6.89
Program for Impact	State	Local School District	12.35

*Operational Costs represents NO increase in expenditures for current local school district sources, as explained in Section XI and Appendix C.

**The funding arrangements between the local school district and the Affiliate would be worked out in detail as part of the grant preparation, as explained in Sections IX and XI, and Appendix C.